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REPORT
OF THE
CENTRAL PAY COMMISSION

13619

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CENTRAL PAY COMMISSION

—————
Chairman

The Hon'ble Sir Srinivasa Varadachariar, ex-Judge of the Federal Court.

Members

The Hon'ble Mr. Hossain Imam, President, Council of State.

Mr. N. V. Gadgil, B.A., LL.B., M.L.A.

Mr. Frank Anthony, M.L.A.

Lt.-Col. Dr. J. C. Chatterjee, M.L.A.

Sardar Mangal Singh, M.L.A.

Mr. N. M. Joshi, M.L.A.

Mr. Vadilal Lallubhai, M.L.A.

Mr. C. V. S. Rao, C.I.E.

Secretary

Mr. K. R. P. Aiyangar, M.B.E.

TABLE OF CONTENTS

	Paragraph No.	Page No.
PART I.—INTRODUCTORY		
Reference and its scope	1	1—2
Scheme of the Report	2	2
Procedure	3—5	2—4
Historical background	6—14	4—9
Wartime measures	15	9—11
Circumstances leading to the appointment of the Commission	16	11
PART II.—GENERAL CONSIDERATIONS AND RECOMMENDATIONS		
The economic situation to-day	17	12—13
Course proposed	18	13
A.—Classification of the Services	19—33	14—21
B.—Pay structure	34—40	21—23
Central Service scales and Provincial scales	41	23—24
C.—Pay rates and Pay scales—		
Case for increase of salaries	42	25—26
Principle of salary determination [.	43—45	26—29
Living wage	46—51	29—34
Maximum salary	52—54	34—36
The time-scale system	55—60	36—40
Some typical scales—Class I Services	61	40
The All India Administrative Service	62	40—41
The All India Police Service	63	41
The Indian Foreign Service	64	41—42
Class II scales	65	42
Class III scales	66	42—43
Class IV scales	67	43
Fitting existing employees into proposed scales	68—70	44—45
D.—Allowances—		
Dearness allowance	71—75	45—48
Housing or house-rent allowance	76—78	48—50
Children and Education allowance	79—81	50—52
Compensatory allowance	82—88	52—54
Field Service allowance	89	54—55
Conveyance allowance	90	55
Medical Aid	91—92	55—56
Travelling allowance.	93	56—57
E.—Hours of Work : Overtime : Holidays—		
Hours of work	94—97	58—59
Overtime.	98—100	59—60
Holidays	101—102	60—61
Casual leave	103	61
F.—Race and sex—Differentiation on grounds of	104—105	61—62

	Paragraph No.	Page No.
PART II.—GENERAL CONSIDERATIONS AND RECOMMENDATIONS—contd.		
G.—Conditions of service—		
Promotion	106—117	62—67
Security of tenure	118—134	67—74
Education and training	135	74—76
H.—Leave—		
Variety of existing rules	136—142	76—79
Earned leave	143	79
Commuted leave	144	79—80
Half-pay leave	145—146	80
Calculation of leave salary	147	80—81
Accumulation of leave	148	81—82
Temporary employees	149	82
Affixing of holidays	150	82
Study leave	151	82—83
Leave salary maxima	152	83
Increments during leave	153	83
Ban on short period officiating arrangements	154	83—84
Compensatory allowance during leave	156	84
Vacation departments	157	84
Quarantine leave	158	84
Miscellaneous points	155, 159	84, 85
J.—Retirement Benefits—		
Introductory and general—present systems	160—167	85—89
Pension <i>vs.</i> Provident Fund	168, 189	90, 103
Age of retirement	169	91—92
Minimum qualifying service for retirement	170	92
Counting of temporary service	171	92—93
Minimum age qualifying for pension	172	93
Additions to qualifying service—Art. 404A, C. S. R.	173	93
Scale of pensions	174	94—95
Scale of gratuity or special contributions (Railways)	175	95
Calculation of average emoluments	176	95—96
Compensatory allowance	177	96
Railway Provident Fund Rules	179—182	96—99
Contributory Provident Fund Rules	183—184	99—101
Industrial <i>vs.</i> Non-industrial employees	185	101
Suggestions for improvement	186—187	101—102
Surrender of a portion of pension to secure lump sum benefit	188	102—103
Family pension	190	103
Commutation of pension	191	103
Compulsory insurance	192—193	105—107
Insurance <i>vs.</i> Provident Fund	194	107—108
Allocation of pension	195	108
Some insurance schemes	193, 196, 197	106, 108, 109
Recommendations	199	110—111

PART II.—GENERAL CONSIDERATIONS AND RECOMMENDATIONS—*concl'd.*

K.—Prevention and settlement of disputes—		
The Whitley Council system	200—210	112—119
Proposed organisations for staff relationship	211—214	119—121
Staff associations <i>vis-a-vis</i> trade unions	215—217	121—122
Recommendations for settlement of disputes	218	122—123
L.—Labour—		
Principles of wage determination	221, 222, 225, 226	123, 124 125, 126
Efficiency bonus system	225	125—126
Classification	223—224	124—125
Daily rated system	227	126—127
Piece-work system	227	

PART III

A.—HEADQUARTERS OFFICES OF THE GOVERNMENT OF INDIA

Present classification and organisation	1—6	128—130
Civil Secretariat	7—	130—132
Proposed pay scales	9—12	2—134
Abolition of distinction between Attached Offices, Subordinate Offices, etc.	13—17	134—136
Non-Secretariat scales of pay	18	136—137
Defence Headquarters	19	137—138
Class IV Services	20	138—139
Superior posts in the Secretariat	21—22	139—140
Railway Board	23	140

B.—FINANCE DEPARTMENT

(1) *Indian Audit Department*

Organisation, etc.	1—9	141—144
Proposed scales—I. A. & A. S.	10	144
Class II Service	11	144
Ministerial staff	12—16	144—147
Class IV Services	17	147—148

(2) *Military Accounts Department*

Introductory and general	1—3	148—150
Recommendations	4	150

(3) *Income-tax Department*

Introductory	1—4	150—152
Gazetted Officers—scales	5	152—153
Subordinate Executive Grades	6	153—154
Ministerial and lower grades	7—13	154—156

(4) *Customs Department*

Superior Service Posts	1—3	156—157
Appraising Staff	4	157—158
Preventive service	5	158—159
Miscellaneous staff	6, 8	159, 160
Laboratory staff	7	160

PART III—*contd.*B.—FINANCE DEPARTMENT—*contd.*(5) *Central Excise*

Present organisation and demand for uniformity	1—3	160—162
Class I posts	4	162
Other Executive posts	5	162
Ministerial and outdoor staff	6	162
Staff in salt sources	7	163

(6) *Central Revenues*

Chemical Service	1—3	164
----------------------------	-----	-----

(7) *Security Press, Nasik*

Introductory	1—2	164—165
Present scales	3	165—166
Pay scales recommended	4—5	166—167

(8) *Mints*

Introductory	1—2	167—168
Pay scales	3—4	168—170
Mint Workers	5—6	170

C.—TRANSPORT DEPARTMENT

(1) *Railways*

Introductory and general	1—11	171—175
Gazetted staff	12—13	176—177
Scientific services	14—15	177—178
Railway Medical Service and staff of the Medical Department	16	178—179
Railway Rates Advisory Committee	17	180
Clerical services	18	180
Accounts Department	19	180—181
Station Masters, Asstt. Station Masters	20—24	181—184
Signallers	25	184
Ticket Examining staff	26	184—185
Train Examiners	27	185
Engineering subordinates	28	} 186—187
Sanitary staff	28	
Stores staff	28	} 187—190
Running Staff	29—30	
Guards, Brakemen, etc.	31	190—191
Transportation (Power), Mechanical (Loco, Carriage and Wagon and Electrical) and Workshop staff	32	191
Traffic and Commercial staff	33	191—192
Miscellaneous claims	34	192—195

(2) *Other charges of the Transport Department*

Roads organisation	2—4	196
Ports	5—6	196—197
Bengal Pilot Service	7—11	197—198

PART III—*contd.*

D.—COMMUNICATIONS DEPARTMENT

(1) *P. & T. Department*

Introductory and general	1—13	199—209
Claims for preferential treatment	14	210
Classification of services	15—17	210—212
Claims for amalgamation of Class I and Class II.	16—17	210—212
Telegraph Engineering Service, Class I	18—19	212
P. & T. Class I service	20	212—213
Postmasters' Service, Class I	21	213
Postmasters' Service, Class II	21	213
Superintendent of Post Offices & R. M. S.	22—23	213—214
Deputy Postmasters General	24	214—215
Staff of D. G.'s Office	25	215—216
Staff in offices of heads of Circles	26—27	216—217
Clerical and allied services in P. & T.	28—29	217—218
Town Inspectors	29	218
Inspectors of Post Offices	30	218—219
P. & T. Accountants Service	31	219—220
Telephone Revenue Staff	32	220
Subordinate Telegraph Engineering Traffic and Supervisory Work- shop staff	33—38	220—222
Intermediate grades	39	222—223
Class IV services	40	223
Boy Peons, Taskwork messengers	41	224
Miscellaneous demands	42—47, 50—56	224—227 228—229
Application of time test	48	227
Hours of work, etc.	49, 57	228, 230— 232
Extra Departmental staff	58	232—233

(2) *Railway Inspectorate*

(3) *Meteorological Department*

Director General's proposals	1—3	234—235
Claims for special treatment for scientific services	3—4	235
Pay scales	6	236

(4) *Civil Aviation Directorate*

Introductory	1—2	236—237
Engineering staff (electrical and mechanical).	3	237
Radio Operators	4	237—238
Ministerial staff	5	238

PART III—*contd.*

E.—EDUCATION DEPARTMENT

Introductory and general Representations from staff	} 1—8	238—241
Central Advisory Board's proposals	9	241
Recommendations for collegiate grades Arts Colleges	- } 10	241—242
Polytechnic	11	242
Central Training Colleges	12	242—243
Staff of Superintendent of Education	13—14	243
Pay of non-collegiate teachers	14—17	243—246
Lawrence Military School	18	247
Railway schools	19	247
Libraries	20	248
Archives Department	21	248—249
Anthropological Survey	22	250
Imperial Library	23	250
Archaeological Survey including Epigraphical Survey	24—25	250—251

F.—HEALTH DEPARTMENT

Office of the D. G. I. M. S.	1—2	251—252
Medical Store Depot	3	252—253
Malaria Institute of India	4	254
Biochemical Standardisation Laboratory	5	254
All India Institute of Hygiene & Public Health	6	254—255
Other Institutions	7	255
Port Health Department	8	255—256

G.—AGRICULTURE DEPARTMENT

Organisation	1—2	256
Secretariat and Headquarters posts	3—5	256—258
Zoological Survey	6	258
Botanical Survey	6	
Central Agricultural Marketing Department	7	259
Directorate of Dairy Research Imperial Dairy Research Institute	} 8	259—260
Imperial Council of Agricultural Research	9	260
Imperial Agricultural Research Institute Imperial Veterinary Research Institute	} 10 } 10 }	261—263
Forest Research Institute and College	11	262—263
Special demands of scientific workers	12—13	263—264
Recommendations	14—15	264
Survey of India	16—31	264—272

H.—DEPARTMENT OF FOOD

Present organisation	1—3	272—273
Recommendations	4	273

PART III—*contd.*

J.—HOME DEPARTMENT

Secretariat	2	274
Employment Selection Bureau	3	
Intelligence Bureau	3	274

K.—INFORMATION & BROADCASTING DEPARTMENT

General	1—2	274—278
Bureau of Information	3—4	275—276
All India Radio	5—10	276—280
Publications Division	10	280
Miscellaneous	11—12	280

L.—COMMERCE DEPARTMENT

General and Secretariat	1—2	280—282
Office of the Economic Adviser	3	282—283
Chief Controller of Imports	4	283—284
Chief Controller of Exports		
Tariff Board	5	284
Controller of Indian Shipping	6	284
Registrar of Trade Marks	7	285
Lighthouses Department	8	285—286
Mercantile Marine Department	9	286—287
Directorate of Seamens Welfare	10	287
Indian Mercantile Marine Training Ship "Dufferin"	10	
Superintendent of Insurance	11	287—288
High Commissioner for India, London	12	288—289
Trade Commissioners	13	289

M.—INDUSTRIES & SUPPLIES DEPARTMENT

General & Secretariat	1—2	289—290
Directorates General of I. & S. & Disposals	3	290—291
Indian Ordnance Services (Inspection Wing—Civil)	4	291—292
State Railway Coal Department	5	292—293
Coal Commissioner	6	293—294
Iron & Steel Controller	7	294
Patent Office	8	294
Textile Commissioner	9	294
Government Test House, Calcutta	10	295
Council of Scientific & Industrial Research	11—12	295—296

PART III—*contd.*

N.—WORKS, MINES & POWER DEPARTMENT		
General	1—2	296—297
Geological Survey	3—7	297—299
Electrical Commissioner, Central Technical Power Board	8—11	299—301
Consulting Engineer, Waterways and Irrigation Central Waterways Irrigation & Navigation Committee }	12—14	301—304
Department of Mines ; Indian School of Mines	13	302—303
Inspectorate of Explosives	15	304
Central Public Works Department	16—26	304—311
Estate Office	27	312
Controller of Printing & Stationery	28—36	312—318
O.—COMMONWEALTH RELATIONS DEPARTMENT		
Headquarters Offices	} 1—2	318—319
Haj Office		
Protector of Emigrants		
P.—EXTERNAL AFFAIRS DEPARTMENT		
General and Secretariat	1—2	319
Trade & Diplomatic Posts	3—4	319—320
Ministerial Posts	5—6	320—321
Q.—LABOUR DEPARTMENT		
Secretariat	1—2	321
Chief Labour Commissioner's organisation	3	322
Chief Adviser, Factories	4	322
Coal Mines Welfare Fund	5	323
Director of Unskilled Labour Corps	6	323
Directorate General of Resettlement & Employment	7	323—325
R.—LEGISLATIVE DEPARTMENT		
General and Secretariat	1—2	325—326
Income-tax Tribunal & Special Tribunals	3	326—327
S.—MISCELLANEOUS SECRETARIAT DEPARTMENTS		
Cabinet Secretariat, S. G. G. (Reforms), S. G. G. (Public), F. P. S. C.	1	327—328
Viceregal Establishments	2—4	328
T.—LEGISLATIVE ASSEMBLY DEPARTMENT		
U.—POLITICAL DEPARTMENT	1—4	330—333
W.—DEFENCE DEPARTMENT		
Introductory and general	1—6	333—336
General Headquarters	7—8	336—337
Lower Formations	9	337
Army Schools	10	337—338
Engineer-in-Chief's Branch	12—13	333—339
Other Directorates & Branches	14—15	339—340
Naval Headquarters	16	340—341

	Paragraph No.	Page No.
PART III—concl'd.		
W.—DEFENCE DEPARTMENT—concl'd.		
Air Headquarters	17	341—342
Civilian Services under the M. G. O.	18—19	342—346
Wilmot Committee Report	20—22 and 24	345—347 347—348
Commission's recommendations	23	347
Cantonments Executive Officers Service	25	348—349
Y.—CHIEF COMMISSIONERS' PROVINCES		
General	1—4	349—352
Staff of Chief Commissioners' Offices	5	352
Executive Service—General	6	352
Subordinate cadres	7	352—353
Baluchistan	8	353
Andapans	9	353—354
A NOTE BY THE HONOURABLE MR. HOSSAIN IMAM		355—358
SUMMARY OF RECOMMENDATIONS		359—379

APPENDIX A

QUESTIONNAIRE

"A" CLASSIFICATION OF SERVICES.

1. Civilian posts under the Central Government, whether paid from Civil Estimates, (including Posts and Telegraphs and Railways), or chargeable to Defence Estimates, are generally classified into Class I, Class II, Subordinate and Inferior Services. Do you consider that this classification requires any modification generally or in respect of any particular department or class or classes of employees? If so, what modifications in the present classification and nomenclature do you suggest?

2. If you propose any alternative classification, what broad criteria would you suggest for the differentiation of duties and responsibilities of posts to be included in each category?

"B" STANDARDS OF REMUNERATION.

3. What tests and standards would you suggest as appropriate bases to be adopted in fixing the salary or remuneration of the various grades of employees above referred to when Indians recruited in India are appointed to those posts? Please illustrate your views by working out scales of pay on that basis for any of the services with which you are familiar?

4. If in any circumstances recruitment has to be made of non-Indians from outside India for any posts or services, how should the remuneration be fixed in such cases *vis-a-vis* the rates prescribed for Indians?

5. What is your opinion as to the fairness of the present standards of remuneration for different grades and categories of Government employees? If you are not satisfied about it, on what lines and to what extent would you suggest revision of the existing scales of remuneration, in respect of the different grades and the different departments of Central Government employees?

6. It has been said that Indians holding posts in the public service in India should not be paid more than public servants doing comparable work in England. Do you consider this a valid criterion to apply in judging standards of remuneration for posts in India?

7. Do you consider that the only test which should be applied to judge of the adequacy of remuneration for posts under Government is the criterion whether Government is paying the market value for the class of recruit and no more?

8. In case you agree with the view referred to in the last question, in respect of what categories of Government employment do you consider the application of this principle practicable, and how far, in your opinion does the present standard of remuneration for these categories diverge from that prevailing in comparable outside employments?

9. As it may be possible to recommend any long-term arrangement in respect of the pay of public servants except with reference to a tolerably stable level of prices of foodstuffs, clothing and other essential commodities, would you venture any suggestion as to when during the next few years

APPENDICES

the level of prices in India may be expected to attain a reasonable measure of stability and at what level they are likely so to stabilise, taking the prices prevailing in 1932 to furnish the datum line?

NOTE.—1932 is adopted as a convenient date because a general revision of salaries in many departments seems to have been made in or about 1932.

“C” RATIONALISATION, SIMPLIFICATION AND UNIFORMITY IN PAY TERMS.

10. Do you consider it proper that there should be uniformity of payment for similar kinds of work as between different departments and different sections of the same department and as between the Centre and the Provinces and in all the Provinces? So far as you are aware, is there any dissatisfaction on the score of disparity in earnings in regard to any specific grades or posts in any department under the Central Government?

11. If you think that uniform scales should be prescribed on an all-India basis for all similar categories of posts under the Central Government, whether the cost is met from the Civil, Railway or Defence Estimates what would, in your opinion, be the proper method of allowing for variations in local conditions?

12. To what extent should the pay scales allow or make special provision for a liability to serve in all parts of the country or a liability to overseas service?

13. (a) Do you consider the structure of the present pay scales of services convenient, adequate and satisfactory?

(b) In particular, are they calculated to secure a proper differentiation between grades of responsibility and to secure that Government get a fair return for the scale of remuneration paid to its employees? Would you suggest any, and if so, what modifications?

14. What is your experience of the results of the working of time scales in Indian services?

15. In particular, does the working of the progressive time-scale secure adequate reward for merit and afford an incentive for efficiency; to what extent should the principle of merit and of seniority be respectively adopted in the matter of promotion; and how far is the present system of promotions between grades satisfactory (a) as between the basic scale and selection grade of a service, and (b) as from a lower to a higher service?

16. Do you favour the abolition of the distinction between the old and the new scales of pay and the prescription of a uniform scale for each category of posts?

17. Do you consider a reduction in the number of time-scales or a reduction in the length of existing time-scales desirable for ensuring a better grading of duties or responsibilities of posts of a like or similar character with a view to rationalisation?

18. Is the present practice of granting dearness allowance and war allowance to meet the temporary steep increase in the cost of living due to conditions created by war quite satisfactory? Would you recommend that the whole or any part of the dearness allowance might be absorbed in future pay scales in the event of a decision to revise them in an upward direction?

APPENDICES

19. If a new scale of remuneration were fixed now how would you provide for its adjustment to meet future variations in prices or cost of living; alternatively, is a sliding scale of remuneration which would provide automatically for increases in the cost of living preferable and practicable; if so, would you allow this method of remuneration to all grades of public servants or only to some; in the latter case, to what grades would you allow the benefit of such a provision?

20. Apart from the endeavour to neutralise the effect of the rise in prices by a corresponding increase in pay, do you consider it necessary or proper that in the case of some classes of public servants the existing scales of pay should in any event be increased on the ground that even at the time they were fixed they were inadequate to enable the Government servant to maintain himself and his family at a reasonable level of health, comfort and efficiency? If so, to what classes of public servants would you allow this increase and at what rates and on what principles would you fix the increase to be allowed on that ground?

21. Do you favour equal pay for equal work irrespective of difference of sex, or would you allow special rates of pay for women employees working in categories to which they are eligible along with men?

22. What principles should, in your opinion, be observed in regard to fixation of basic rates of pay of unskilled labour? What would you consider a proper basis of differentiation between unskilled, semi-skilled and skilled labour? Having regard to your replies on these points what do you consider should be the principles to be followed in respect of the remuneration of daily-rated employees of Government:—

- (i) to ensure a fair wage;
- (ii) to provide for variations in the wage levels; and
- (iii) to secure adequate remuneration for piece-workers?

23. In regard to terms of remuneration would you make any difference between employees of industrial or commercial departments of Government and employees on the non-industrial or non-commercial side?

24. Have you any suggestions to make in regard to:—

- (i) Holidays for public servants;
- (ii) hours of work of public servants;
- (iii) payment of overtime and other allowances;
- (iv) the working of the daily rate system in regard to Government employees;
- (v) the piece-work system in its application to Government employees?

25. Have you any other proposals to make in regard to the conditions of salary not covered by answers to the above questions?

APPENDICES

"D" LEAVE.

26. Is the present practice under which widely different sets of rules govern the grant of leave to different classes of Government employees working satisfactorily?

Having due regard to the variation in the conditions of employment and the differences in the nature of the duties and responsibilities of different grades and classes of Government servants, to what extent can leave terms be rationalised and simplified?

27. Under existing leave rules, to what extent do public servants or particular classes of public servants normally take:—

- (a) all the full-pay leave due to them;
- (b) all the leave on half pay that may be admissible to them?

28. Do you consider any changes necessary in the existing rules and limitations relating to remuneration during leave other than leave on full pay? If so, what changes do you recommend?

29. Do any of the present leave rules applicable to different classes of public servants cause administrative inconvenience or hardship to employees and if so what remedies or modifications would you suggest?

30. Do you consider the present leave terms adequate—

- (a) for affording sufficient recuperation to staff; and
- (b) for affording facilities for those desirous of doing so to improve their professional qualifications?

31. In regard to terms of leave, would you make any difference between employees of industrial or commercial departments of Government and employees on the non-industrial or non-commercial side?

32. Have you any other proposals to make in regard to conditions of leave not covered by answers to the above questions?

"E" RETIREMENT BENEFITS.

33. What, in your opinion, will be the best method to secure adequate provision for a Government servant and his family against the two eventualities of retirement and death?

34. Have the present rules regarding retirement from Government service and the grant of pensionary benefits or gratuities including the alternative of contributing to a Provident Fund, been found inconvenient or inappropriate? If so, what changes do you consider desirable in respect of—

- (a) the age of retirement;
- (b) the minimum service qualifying for retirement;
- (c) the scale of pensions, additional pensions and gratuities; and
- (d) the basis with reference to which average emoluments are calculated?

35. Do you consider that the existing pension rules for pensionable employees afford the same net advantages as the Provident Fund Rules applicable to Railway employees? Do you consider any change in the existing system of pensionary benefits justified so as to provide for a measure of family provision, especially in the case of persons dying in harness without

APPENDICES

pension or a pensioner dying soon after retirement? What sort of scheme would you prefer:—

- (a) surrender of a given amount of pension so as to obtain a capital sum to be paid to dependent beneficiaries; or
- (b) a reduction in the existing scale of pension with an alternative supplementary benefit in the shape of a contribution to a Provident Fund or a Family Pension Fund, or a special contribution or gratuity based on the public servant's length of service and assessed at a given proportion of pay, for example, half or one-third of a month's pay for each year of service;
- (c) compulsory State insurance;
- (d) revision in the terms of commutation of pension?

36. Do you consider the existing Provident Fund Rules applicable to different classes of Government employees adequate to secure a proper provision for the family of an employee or an appropriate benefit to the employee himself on retirement which will be fairly equivalent to the pensionary benefit? Would you recommend a surrender of any Provident Fund benefits and substitution thereof of pensionary benefits?

37. Do the rules governing Provident Fund benefits to non-pensionable public servants, other than Railway employees, afford an equal benefit to the employee and his family as the rules applicable to Railway employees? Would you suggest any changes in the former rules?

38. In regard to retirement benefits, would you make any difference between employees of industrial or commercial departments of Government and employees on the non-industrial or non-commercial side?

39. Have you any other proposals to make in regard to retirement benefits not covered by answers to the above questions?

40. To what extent has effect been given to the recommendations of the (Whitley) Royal Commission on Labour in India, so far as they related to wage standards, pay system, and rules governing leave, provident fund and gratuity for the benefit of Railway employees?

"F" CONCILIATION MACHINERY.

41. Do you consider the existing rules—

- (i) providing for grant of recognition by Government to Employees' Associations;
- (ii) permitting representation to the authorities by employees, individuals or otherwise;
- (iii) authorising authorities to pass orders of fine, suspension, demotion, discharge or dismissal; and
- (iv) giving the employees a right to appeal or seek redress against such orders, adequate to protect the interests of employees? If not, what additions or modifications would you suggest?

42. What do you consider to be the best machinery for resolving differences between Government and its employees?

43. Is the introduction of the Whitley Council system in regard to Government services desirable?

44. As regards the conciliation machinery, would you make any difference between industrial and commercial departments of Government activities and the non-industrial or non-commercial side?

45. Have you any other suggestions to make in regard to the conditions of service of public servants?

APPENDIX B

Notes of Discussions at a Conference between the Members of the Central Pay Commission and Provincial Representatives held on Wednesday (16th October 1946) and Thursday (17th October 1946).

The Conference met in Room No. 2, North Block Secretariat, at 10-30 A.M. on Wednesday, 16th October, 1946:—

Sir S. Varadachariar in the Chair

Members present

Mr. Joshi, Lt.-Col. Chatterjee, Mr. Srinivasa Rao, Mr. Gadgil, Mr. Lallubhai and Sardar Mangal Singh.

Names of Provincial Representatives

Madras	. . .	Honourable Mr. K. R. Karanth, Revenue Minister, Madras. Mr. C. O. Coorey, M.B.E., I.C.S., Deputy Secretary, Finance Department.
Bengal	. . .	Mr. B. N. Chakravarty, O.B.E., I.C.S., Additional Secretary, Chief Minister's (Estabts) Department. Mr. R. J. Pringle, M.B.E., I.C.S., Special Officer and Deputy Secretary, Chief Minister's (Estts.) Department.
United Provinces	. . .	Mr. L. P. Hancox, O.B.E., C.I.E., I.C.S. Mr. Joshi, Assistant Finance Secretary.
Bombay	. . .	Mr. B. Venkatappiah, I.C.S., Finance Secretary.
Punjab	. . .	Mr. B. R. Tandon, C.I.E., I.C.S., Finance Secretary.
Bihar	. . .	Mr. P. P. Agarwal, I.C.S., Deputy Secretary, Finance Department.
C. P. & Berar	. . .	Rao Sahib Krishnan, Under Secretary on Special Duty (Observer).
N. W. F. P.	. . .	Mr. A. N. Mitchell, O.B.E., I.C.S., Finance Secretary.

Sir Hugh Hood, Secretary, Finance Department, Government of India, was also present.

At the outset, the Chairman explained to the Provincial Government representatives the object of the Conference, which was to enable the Pay Commission to have an informal discussion with representatives from the Provinces, so that there could be a free exchange of views before the Commission reached their conclusions. On the points listed in the Agenda, it was intended to record the sense of the Conference. Delegates from the Provinces stated that in some cases, Provincial Gov-

APPENDICES

ernments had not come to any definite conclusions on the subjects detailed in the Agenda while in others the Provincial Government representatives had been asked to state their views in their personal capacity— Except in the case of Madras, where the views were represented by a Member of the Government, it was understood that the conclusions recorded for the information of the Commission were not to be taken as the views of the Provincial Governments.

Classification of the Services: (Item 1 on the Agenda).

The opinion expressed by most of the representatives of the Provinces was that it was desirable to keep up the distinctness of Classes I and II of the services, but a fair percentage of officers of Class II must be promoted to Class I. Many of the representatives were of the opinion that such promotion should take place fairly early in the career of an officer; some thought that the proportion of officers to be promoted to Class I from Class II might be as high as 50 per cent. while others felt that it would be better to fix it at somewhere between 25 and 35 per cent. The promotion should be by a process of selection by some responsible agency on the principle of seniority *cum* merit. Some representatives suggested that to avoid discontent among persons of much the same calibre if they should be selected through the same examination (when some of them might be fortunate enough to enter into Class I while others had to enter into Class II), it would be better to have separate examinations with different standards for the two classes. The representatives from the N.-W. F. P. wished to make it clear that the number of officers to be promoted from Class II to Class I should not be fixed by way of definite reservation, as that might either deprive deserving officers of their chances of promotion, if reserved places were not available at a particular time or necessitate the promotion of undeserving people to make up the reserved number. He preferred that it should be more in the nature of a convention than any binding rule. The view of the U.P. representative seemed to be that it would be unnecessary to maintain the distinction between Class I and Class II Services, once the all India services ceased to function.

Gazetted Rank: (Item 2).

As regards officers who are to be declared entitled to gazetted rank, it was pointed out that there was on the whole very little cause for complaint in the services. so far as was known to representatives here, though the question was one of some importance as bearing upon the dignity of officers. It was generally felt that it would be best to leave it to each administration to decide the classes of officers who should be awarded gazetted status.

Pay Scales for Central Services and their relation to provincial scales: (Items 3, 4, 5 and 6)

These questions were dealt with together. The general feeling was that in respect of such officers of the central services as serve in the Provinces and are not liable to transfer outside those provinces, parity should, as far as possible, be maintained between the scales prescribed for such central service officers and corresponding office workers in the services of

APPENDICES

the various provinces. An all-India scale was not considered desirable in respect of this class of officers. As regards gazetted officers of the Central Services or officers liable to transfer to all parts of India, it was recognised that it would be more convenient and justifiable to have an all-India scale. Such a scale may be somewhat higher than scales prevailing in the provinces for holders of corresponding posts, because some allowance has to be made for additional expenditure that they may be put to when they are transferred from one place to another, such as maintenance of two establishments. This is independent of the question of compensatory allowance to be granted to persons serving in particularly costly stations. The Punjab representative desired to add a rider that the number of transferable officers should as far as possible be limited to the extent necessary to secure efficient administration.

It was desired that in respect of categories referred to as non-transferable, there should as far as possible be complete parity of emoluments between the central Government servants and provincial government servants. It was also pointed out that this was particularly important in respect of technical personnel as it would be very difficult for the provincial governments to find and retain the technical personnel required for their post war plans if the Government of India should offer more attractive terms. When a question was put as to the possible parity of pay between a post-man and a police constable or process server, some representatives thought that reasonable parity was required between the two kinds of service and parity in pay should be maintained between them.

Market Value principle in fixing pay Scales: (Item No. 7).

There was a general disinclination to attach undue importance to the 'market value' test. Many of the representatives pointed out that to the extent to which any public servant should have at least a living wage he ought not to be denied it. On the other hand, it was pointed out that the public service offered obvious advantages, like regular increments, security of tenure, pension etc., which were likely to make such service more attractive than private service. These considerations should also weigh in attempting to fix any parity between the terms offered to a public servant by Government and the terms he was likely to get under a private employer. It was however emphasised that it would not be proper for Government to exploit either physical or intellectual labour. The Madras representative went so far as to suggest that the obvious advantages associated with Government service would justify Government offering even less favourable terms than private employers. The other representatives were not sure that this would be right.

In this view it was considered unnecessary to express any opinion on the second part of the Question.

Stabilised price-level: (Items 8 and 9).

It was agreed that basic scales of pay might be fixed on the assumption of a possible stabilisation of the cost of living index at a not distant future at 160/175, taking the pre-war base to be 100.

Some typical pay-scales: (Item 10).

The Madras representative stated that the existing scales of pay for the clerical services in that Presidency were Rs. 30 to Rs. 55 in the lower division and Rs. 55 to Rs. 70 in the upper division, with certain special

APPENDICES

categories for Madras city where, in what is described as "A" class office, like the Revenue Board, there was a scale of Rs. 50 to Rs. 100. In the Secretariat, the corresponding scale was Rs. 60 to 150. In addition dearness allowance was being paid according to the scales prescribed by the Government of India and also a house allowance of Rs. 7 in Madras and Rs. 5 in mofassil towns with a population of more than 50,000. He further stated that in revising these scales, it was proposed to raise the pay of the lower division to a scale of Rs. 45 to Rs. 80 and of the upper division to a scale of Rs. 70 to Rs. 100; the scale in the Revenue Board would be raised to one of Rs. 70 to Rs. 115 and the scale in the Secretariat to one of Rs. 75 to 150; it was also intended to pay Rs. 5 beyond the above scales to graduate clerks entering the lower division. He represented that having regard to the conditions of living in Madras and the scales of emoluments obtainable by people of this class from business firms in the city, the proposed scales were quite fair and adequate.

For purposes of comparison, reference was made to the Punjab scales introduced in that province in 1945. In the Punjab, the scales seem to be as follows:—Rs. 50—3—80—E.B.—4—100 for junior grade clerks in the districts and Rs. 60—4—80—E.B.—5—120 for upper division clerks in the Mofassil, and in the Secretariat Rs. 60—4—80—5—120 for junior clerks and Rs. 90—5—120—5—175 for senior clerks. For Assistants, the Punjab has a scale of Rs. 80—5—110—5—150 in subordinate offices and Rs. 150—10—200—10—300 for the Secretariat. Public servants residing in the city of Lahore are paid a Corporation allowance varying from Rs. 7 to Rs. 10 per mensem. The scales in some of the other provinces about which information was given seemed to approximate to the Punjab scales more than to the Madras scales. In Bihar, we were told, the following are the scales respectively obtaining in the Mofassil and in Patna. In the Mofassil, the lower division clerk has a scale of Rs. 30 to 60 and the upper division clerks have varying scales between Rs. 65 and Rs. 210. Persons employed in certain cities classified as "costly" receive a compensatory allowance in addition. In Patna, the salaries in the attached offices are Rs. 45 to Rs. 95 for the lower division and Rs. 110 to Rs. 170 for the upper division. In the Secretariat they are Rs. 90 to Rs. 130 in the lower division and Rs. 125 to Rs. 210 in the Upper division. The Madras representative pointed out that so far as the clerical grades were concerned the disparity between Madras and the other provinces was not great as to make it difficult to give effect to the resolution already recorded that as regards the ministerial services under the Central Departments their scales might be fixed at par with the provincial scales as far as possible.

The representative from Bengal informed the conference that as a result of inquiries as to the cost of living among the *bhadralog* class, outside the city of Calcutta, the Government had been given to understand that Rs. 80 to Rs. 135 was considered a living wage for families of that class.

Dealing with the lowest grades, such as peons, police constables, jail warders, etc., the conference was given the rates shown in the appended list as the rates prevailing in the various Provinces. While the representatives of the Provinces showed every willingness to give the best consideration for the welfare of these classes of employees, they were unwilling to commit themselves to any figures which would place an unduly heavy strain on the Provincial revenues. Many of them also gave the confer-

APPENDICES

ence to understand that in the different Provinces there was at present no real difficulty in finding recruits to these services at the rates that are now being paid. The representative from Bengal, however, expressed doubts as to whether the present rates would prove acceptable in his Province.

Between the classes above referred to and the clerical classes there are intermediate grades like those of daftries, storers, record keepers and so on, who are somewhat more literate and are paid at scales intermediate between those of the classes above referred to and the clerical grades.

Dealing with the upper grades of the Subordinate (non-gazetted) services, the representatives from Madras, Bengal and the Punjab gave the information contained in the appended note as regards the relative scales of pay for P.W.D. officers, Forest rangers, Co-operative District Inspectors, Agricultural Assistants, Inspectors of Police, Tahsildars, Excise Inspectors and the Veterinary Assistant Surgeons in those provinces. In Bengal and Bihar, the Sub-Deputy Collector was said to correspond to the Tahsildar in the other provinces. The representatives from the U.P., Bihar and the N.-W.F.P. pointed out that in their provinces the scales settled in 1931 still continued in force and as revision of those scales was under consideration they had nothing to add to the discussion of this question.

As regards the Gazetted Services, information was given as to the scales prevailing in the various provinces for Class I and Class II Services, the Provincial Civil Services and selection grades and the salaries of heads of departments. The Madras representative stated that there was not any serious discontent in his province in these services as regards their rates of pay and there was no intention of raising them. In the Punjab, a revision has recently taken place. In the N.W.F.P. proposals for revision were under consideration. The position in the U.P. and Bihar as also in Bengal and Bombay was that even in the higher grades of the services an upgrading was expected particularly in respect of Class II officers.

Thursday—17th October 1946

Time Scales—(Item 12)

As regards the length of time scales, one view presented was that this question must be determined in the light of the structure of the particular type of service under consideration because if that structure afforded fair chances of promotion from stage to stage in the normal course, it would hardly be necessary to provide for a long time scale. It was also pointed out that there should be another differentiating factor, namely that in grades to which people go by promotion and not by direct recruitment, a long time scale might not be necessary because the public servant would already have served for a number of years in the lower scales. Subject to these considerations it was the general view that a time scale of 20 to 22 years would be reasonable so as to give the public servant a sufficient number of years to serve on the maximum of his scale.

As regards the possibility of having two scales for the same kind of job, it was pointed out by the U.P. representative that it was likely

APPENDICES

to cause heart-burning in the services if for doing the same kind of work one set of people should be paid on one scale and another set of people should be paid on another scale; and other representatives also concurred in that view.

As regards the way in which the increments should be arranged, two views were put forward. The Madras representative suggested that particularly in the lower grades, where the minimum was comparatively low, it was desirable to help the public servant to reach a higher salary comparatively early in his career. He accordingly preferred that the increments should be higher in the earlier stages of a man's career and they might well be lower in the later stages, as he would have reached a decent salary by that time and it might even be assumed that his efficiency would have already passed its maximum. On the other hand, it was pointed out that a smaller increment at the later stage of one's career would bear such a small proportion to his salary at that time that it would hardly be satisfying. The North West Frontier Province representative explained that if the increments could not be made large at that stage without considerably raising the maximum of the grade, it might be expedient to make the increments biennial or triennial, and give a decent increment at the end of two or three years. A third alternative put forward by the representative from Bengal was that it would be convenient to have the highest rates of increment during the middle period of a man's service, with lower rates of increment both at the earlier stages and at the final stage.

Fixation of Existing Personnel in the Revised Scales: (Items 17 & 18).

So far as persons who entered service before 1931 were concerned, the general opinion was that their position should not be prejudiced whatever might be the revised scales. As regards persons who entered service after 1931, it was generally agreed that in bringing them under any revised scales, the principle suggested in clause (c) of question No. 18 on the Agenda would be fair. It was also the general feeling that even the old entrants should be given the option to come under the revised scales.

APPLICATION OF THE MINIMUM WAGE THEORY

(Items 42—44)

It was agreed that the minimum wage theory was the ideal to be kept in view, but many representatives expressed doubts as to the capacity of their provinces to pay their lower grade employees anything more than Rs. 35 to Rs. 40, or at the most Rs. 45, all told (that is inclusive of basic salary, dearness allowance and house allowance). It was however recognised that if in course of time with a definite decrease in recruitment in these services, the number of people to be paid was substantially reduced, it might be possible to improve their pay. The Bombay representative however thought that if the minimum wage was ascertained in a reasonably realistic way and not with reference to abstract standards, it would be found that what was being paid today even to the lowest grade of public servants in Bombay would not fall short of such a minimum wage. The representative from Bengal pointed out that in his Province, especially in the industrial areas, it was becoming increasingly difficult to find recruits for the lower grades of public service at the rates which the Government was able to offer since, for the time being

APPENDICES

at any rate, Industry was able to pay this class of servants higher wages. But he nevertheless felt that with reference to the resources of that Government, it might not be able to pay more. The Punjab representative also drew attention to the fact that nearly all the provincial Governments were now intending to embark upon costly post war plans which would involve heavy recurring expenditure and interest charges and till these plans were able to produce any large revenue, it would not be fair to throw on the provincial finances the liability to pay higher rates of emoluments to such services than what was now being paid in the Punjab province. In determining the minimum wage, it was pointed out that agricultural wages varied very considerably from place to place and from year to year and also between one part of the year and another part of the year; the general opinion therefore was that it would not be practicable to attempt to co-relate the wages of public servants to agricultural wages. It was accordingly felt that all that could be done immediately was for each provincial government to constitute something like an *ad hoc* committee to decide what would approximately be a fair living wage under present conditions and that if and when regular Wage Boards appointed under the contemplated Minimum wage legislation functioned and laid down standards, it would be time for the Government to see how exactly the rates of pay fixed for public servants should be co-related to the minimum wages that might be so determined.

DEARNESS ALLOWANCE

(Items 19 to 25).

By way of initiating the discussion, it was stated by the Chairman that it seemed logical to provide for higher rates of dearness allowance to the lower paid public servants, and accordingly it would not be proper merely to adopt a percentage of pay as the basis for determination of dearness allowance. Indeed, the present practice also did not proceed on that basis. It was also explained that the proper course would be to provide by slabs for different levels of pay, and also to provide for diminishing rates of dearness allowance as the cost of living index fell, taking the steps by 20 points each time. On these lines, certain figures were suggested as bases for discussion. The principles suggested were accepted but all the Provincial representatives pointed out that if the figures mentioned were to be actually adopted and in addition there was to be an increase in the basic pay also, it would be impossible for the Provinces to foot the bill. It was also represented by many of the representatives that what was at present being paid to the various grades of employees in the different Provinces (taking the aggregate of basic pay, dearness allowance and other allowances) was on the whole accepted as satisfying the needs of the public services, and that it was not really necessary to raise the amount any further.

It was urged by the Bombay representative that as between dearness allowance and basic pay, it would probably give greater satisfaction to the services to give them an increase in the basic pay; and this was an additional reason for keeping down the rate of dearness allowance, though the total amount paid to the employee might be more or less the same. It was finally suggested that it might embarrass the Provinces if the Pay Com-

APPENDICES

mission should recommend any substantial increase in the dearness allowances now paid because they would be compelled to follow suit and this would put an impossible strain on their finances.

The general recommendation, therefore, was that this subject had better be left to remain as it now stood.

The system of concession in kind as part of dearness allowance seemed to be in vogue only in Bengal; and the Bengal representative considered it desirable to continue that system. But no such system appeared to be in vogue in the other Provinces and their representatives had accordingly no remarks to offer on this point.

Dearness Allowance for pensioners

The Punjab Government representative was not in favour of the increase of dearness allowance to existing pensioners beyond what was now being paid to them. From the point of view of the efficiency of the service, he said there was good reason to keep the men still in service contented, but this reason had no application to those who had already retired. Even as regards people who might retire in the future, the Punjab representative would advocate only the continuance of the present system of dearness allowance as their pension would be calculated on the basis of the higher basic pay to be fixed as the result of the revision now contemplated. The other representatives were prepared to consider the suggestion of increased dearness allowance to pensioners, if finance permitted. For the present they thought that the proper course would be that both to past pensioners and to future pensioners, dearness allowance, at one-half of the rate prevailing at the time should be paid to persons whose pension might be less than Rs. 100 or 150, the rate of dearness allowance being calculated by treating the amount of pension as their pay for the time being; but they did not wish to commit themselves to any particular recommendations on this point till their exact financial implications had been considered and determined.

The Bengal representative would draw a distinction between those who had already retired and those who might retire hereafter. He would consider the last mentioned suggestion with reference to those who might retire hereafter, but not with reference to those who had already retired.

The Bombay representative went so far as to suggest that instead of awarding dearness allowance to pensioners, the pension of those who had retired, say after 1943, might be recalculated with reference to what might hereafter be fixed as the basic pay, and that both for them as well as for future pensioners the increase in the pension resulting from such calculation with reference to the revised basic pay would be a sufficient allowance.

HOLIDAYS

(Item 26)

There was no inclination to increase the number of holidays; but no definite view was reached on the question whether sectional holidays were to be abolished or to be treated as closed holidays for all communities. One representative expressed the view that sectional holidays when granted should be debited against the casual leave allowed to members of that community but this did not meet the objection that sectional holidays tend to dislocate the work in the office.

APPENDICES

LEAVE RULES

(Item 31)

It was agreed that with certain modifications in the direction of liberalising them, the Revised Leave Rules might continue in operation. One change deemed particularly necessary was to provide for part of 'sick leave' being on full pay. There was no disposition to encourage the accumulation of earned leave beyond 90 days if only it was made sure that leave would not be refused to any applicant (when asked for) on the ground of exigencies of the service.

CALCULATION OF LEAVE, ALLOWANCE AND PENSION

(Items 32, 37 and 38)

No definite view was expressed on the question whether leave allowance and pension should be calculated on the average of 12 months' pay or 3 years' pay or on the question whether they should be calculated only with reference to substantive pay or should also take officiating pay into account.

RETIREMENT AND RETIREMENT BENEFITS

(Items 33 to 41)

There was a general disinclination to interfere with the existing rules as to the age of retirement, but it was considered that if a public servant wished to retire after the completion of 25 years' service or on attaining 50 years of age, he might be permitted to do so, not on full pension but on proportionate pension. The Bombay representative contradicting the assertion made by certain witnesses before the Commission, pointed out that it was erroneous to think that retirement on full pension was permitted in that province on completion of 25 years' service, or on attaining 50 years of age. The Bengal representative suggested that in cases in which the Government exercised its power of retiring a person on completion of 25 years' service it would be fair that such persons should be awarded full pension.

Opinion was divided on the question of the feasibility of substituting an insurance-*cum* pension system in place of the present pension system. Some of the representatives did not feel sure whether public servants would be prepared to accept this arrangement unless Government was prepared to increase its liabilities under the head of pension, by contributing towards the insurance premia without any substantial reduction in the pension. It was pointed out that when this question was examined in 1928, the conclusion was that public servants were not likely to accept such an arrangement. The representatives were however definitely of the view that some provision must be made to meet the cases of public servants dying in harness or dying shortly after retirement. The opinion was also expressed that it was desirable to have some scheme under which a public servant would receive some lump sum payment at the time of his retirement whether from a Provident Fund or by way of gratuity or as insurance amount—though it was also necessary that he or his family should receive some recurring payment in the form of pension or annuity. The details of the appropriate scheme were left to be worked out on expert advice. There was no time to discuss the question of raising the ceiling limits of pensions (item 36) or of changing the rules relating to commutation (item 41).

APPENDICES

CONCILIATION MACHINERY

(Items 45 to 47)

The desirability of having satisfactory conciliation machinery was recognised all-round, and it was also felt that whether or not the Whitley Council system was exactly adopted in all details, such machinery would do well to include representatives of the State as well as representative of the services and, if possible, one or two independent people also. The Madras representative would, however, limit this requirement to employees concerned with the industrial or commercial activities of Government. As to what was to happen in the event of conciliation not proving successful, there was great hesitation on the part of some representatives to express any opinion. One or two felt that it would not be right to permit public servants to go on strike except perhaps in the case of purely commercial or business concerns run by the Government. As regards the possibility or utility of compulsory arbitration, difficulty was obviously felt in suggesting that Government should always be bound by any award that the arbitrator might make. But if Government was not to be bound, it would seem illogical to hold the other side bound by the award. At best, the award in such circumstances would only be regarded as an indication of what a fair method of settling the dispute would be, and the matter must ultimately be left to public opinion to judge as between the Government and its employees concerned in the dispute.

APPENDIX
(A) *Lower Grade Posts.*

	New	Proposed
Madras—		
Peons	12—17	16—25
Dafadars	17½—22	30
Police Constables	22—30 (Madras City)	25—35
Head Constables	35—42 (")	25—45
Jail Warders (♂)	24—28	27—32
Jail Warders (♀)	16—21½	30—25
(House allowance : Rs. 5 in city and Rs. 3 in mofussil.)		
Attenders	30—41	
Punjab—		
Peons	15—1—19	
Jamadars	22	
Police Constables (Ordinary grade)	30—½—31—1/7—32 —1/7—33.	
Police Constables (Selection grade).	33—½—41	
Head Constables	40—1—45/1—50/1— 55.	
Bengal—		
Peons	16—20 (Rs. 2 in Calcutta plus Rs. 2 house allowance in Calcutta).	
Bengal Police	24—28 } Free qrs.	
Calcutta City Police	29—33 }	
Jail Warders	24—30	
Head Warders	40—47	
Bombay—		
Police Constables (Bombay City)	23—31 (Rs. 4 house rent or free qrs.)	1946 40—46 (+ 10 interim relief + r. D. [A.] + free qrs.)
Police Constables Mofussil	13—18 (no free qrs.) + temp. increase of 5 + D. A.	30—35 (5 interim + free qrs. + D. A.)
N. W. F. P.—		
Police same as in the Punjab.		
United Provinces—		
Peons	15—19 (plus Rs. 2 or city allowance.)	
Jamadars	20—25	
Police Constables	24—30 (4 to 2 as city allowance).	
Jail warders 1	23—32	
Head warders	34—45	
Bihar—		
Peons	10 (non-Sectt.) + 3 recently added (13 to Sectt. Peons).	
Jamadars of H. Ma.	20—25	
Central Provinces—		
Peons	11—1/5—15.	

APPENDICES

(B) *Non-Gazetted Staff.*

Rs.

Punjab—

1. P. W. D. Overseers	90 to 275.
2. Forest Rangers	90—5—140/6—200/7—235/8—275.
3. Co-operative Dist. Inspectors	90—5—140/6—200/7—235/8—275.
4. Agr. Assistants	100—300 (B.Sc. hence slightly higher Sc.).
Asst. Sub-Inspector	80—2—90/2—100.
5. Sub Inspector of Police	120—5—160/5—180 with selection Grades as follows :—
1st grade	Rs. 210.
2nd grade	Rs. 200.
3rd grade	Rs. 190.
4th grade	Rs. 180.
6. Sergeants	200—5—250/5—300.
7. Inspectors of Police	250—7½—325/7½—400 (non-Gazetted).
8. Tahsildars	270—420 (Gazetted).
9. Excise Inspectors	150—300
10. Veterinary Assistant Surgeons	100—300

Bengal—

1. Overseers	60 to 200 (80 to 200) + 10 increase.
2. Forest Rangers	60—175 (Senior 200 to 300).
3. Co-operative Inspectors	125—250
4. Agricultural Inspectors	125—300
5. Inspector of Police	150—275 (Bengal Police) + 12½ per cent. increase.
6. Sub Deputy Controller	200—325 (Cal.) + 12½ per cent. increase.
Excise Inspector	125—350
	125—350

Madras—

Police Inspectors	175—275	
P. W. D. Supervisor	80—250	120—250 (Proposed).
Forest Rangers	75—200	90—250 (Proposed).
Tahsildars	175—250	(200—300)
Agr. Demonstrator	75—200	
Vet. Assistants	100—150	
Co-operative Inspectors	125—175	} 75—200 (Proposed).
Co-operative Sub Inspector	55—80	

(C) *Provincial Services.*

Rs.

Punjab. Class I—

	350—1,200 (except P. W. D.)
Public Works Department Selection	375—1,275
Grade in the P. W. D. S. E.	1,250—1,500
	1,600—100—2,000

Class II—

P. C. S. and Police (besides Selection Grade).	250—25—750
	300—850

Bengal.

<i>Class I</i>	300—1,000 (Selection Posts 1,150—1,300).
<i>Class II</i>	150—750 (before 1931) 250—850 for Bengal Civil Service and 150—650 (for other services).

Bombay—

<i>Class I</i>	300—900
<i>Class II</i>	170—500
P. C. S.	300—800

APPENDICES

<i>Madras—</i>	Rs.
Class II	250—700
Next higher grade	700—1,000
Heads of Departments	1,100—1,500
<i>N. W. F. P.—Followed the Punjab old scales till now.</i>	
Class I	600—1,250 (Proposed).
Class II	250—750 (Proposed).
Upper Subordinate	350—600 (Proposed).
<i>United Provinces (1931 rates).</i>	
Class I	300—1,000
P. C. S.	250—800
Police	250—700
Class II	200—650
Heads of Departments	1,250—1,500
 <i>Bihar—</i>	
Class I	300—1,000
P. C. S.	260—700 (Selection grade Rs. 850).
Police	200—600 (Selection grade Rs. 750).
Class II	200—700 (Selection grade Rs. 850).
Heads of Departments	1,250—1,750
P. W. D. (S. E.)	1,000—1,200

AGENDA FOR THE CONFERENCE WITH REPRESENTATIVES OF PROVINCIAL GOVERNMENTS ON THE 16TH/17TH OCTOBER, 1946.

"A"—Consideration of the general issues raised in the questionnaire of the Central Pay Commission and in particular the following points:—

- (1) Necessity for having separate Class I and Class II Services.
- (2) Claim for gazetted rank from members of certain executive, scientific and ministerial services.
- (3) General relation of rates of pay of Provincial Services and Central Services.
- (4) To what extent should there be all-India scales?
- (5) In respect of what categories should there be greater parity between Provincial rates and Central Government rates?
- (6) Should the differentiation be only in respect of the distinction between services with a liability for all-India transfer and other services?
- (7) To what extent is the 'market value' basis applicable and will the grant of differential rates by the Central Government constitute a departure from this principle, where Central scales are at variance with provincial scales?
- (8) What would be the level of stabilisation of prices at which basic rates can be fixed?
- (9) Does the proposal to fix scales on the level of 160/175 which roughly corresponds to the level which prevailed for 3/5 years after the end of the Great War carry general approval.
- (10) Consideration of certain typical scales.
- (11) Should there be any differentiation in clerical work between 'routine' and 'noting' grades? If so, for a differentiation of responsibilities, should there be two grades for each category with overlapping scales?
- (12) What would be an appropriate length of time-scales for ministerial services?

APPENDICES

- (13) Should there be different rates for graduate clerks and non-graduate clerks either as separate grades or in the same grade with higher start for the former?
- (14) To what extent should there be reservation from direct recruitment grades for promotion to higher grades?
- (15) Is the claim of Divisional Accountants to be placed on a par with S. D. Os. justifiable?
- (16) Should there be zonal scales *e.g.*, separate scales for Bombay City and the mofussil or should compensation for increased cost of living be given in the shape of a local allowance?
- (17) If new scales of pay on an uniform basis are introduced what should be the attitude towards the rights of old entrants to continue on their existing rates of pay and getting the old rates on promotion? Will it be right to bring the old entrants on to the proposed new scales?
- (18) If new entrants are to be brought on to the old scales and if old entrants are to elect their scales what should be the method of fixation of pay in the proposed unified scales? Which of the following would be favoured:—
 - (a) A point to point fixation giving weightage for the full service rendered in the revised scales of pay as having been rendered in the proposed new scales;
 - (b) fixation at the next higher stage under F. R. 22 subject to the right conferred under F. R. 23;
 - (c) grant of a moderate weightage for persons with longer service in the nature of advance increments which may be allowed, say, one increment for three years' or five years' service in a given time-scale to be allowed over the corresponding level at which pay might be fixed under the second method above in the proposed new scales.
- (19) To what extent can the present system of dearness allowance be rationalised? Will it be possible to relate it entirely to the fluctuations in the cost of living index when there are no uniform bases for such indices?
- (20) To what extent should there be complete neutralisation, if any, for increase in the cost of living?
- (21) If local allowances are given in addition to basic scales fixed on an uniform basis, is the grant of dearness allowance on an uniform basis without provincial variations justified as against allowances varying on a zonal basis?
- (22) To what extent should a cash dearness allowance replace alternative concessions in kind like the food concessions?
- (23) At what intervals and by what machinery should dearness allowance be readjusted to changes in cost of living?
- (24) Should dearness allowance be in the form of a percentage of pay or in slabs and up to what limit of pay?
- (25) The question of dearness allowance to pensioners, *i.e.*, those who have already retired and are in receipt of pensions as well as those who may retire in future.

APPENDICES

- (26) Rationalisation of holidays by abolishing communal holidays or making them closed holidays.
- (27) Prefixing or affixing of public holidays to casual leave.
- (28) Hours of work in offices and overtime for non-industrial categories.
- (29) Claims for house-rent allowance, conveyance allowance and free medical attendance.
- (30) Improvements of existing administrative machinery dealing with questions relating to promotion, discipline, punishment (particularly dismissal).
- (31) Since the adoption of F. Rs. on an uniform basis may be deemed extravagant, would not the extension of the Revised Leave Rules with suitable improvements be an alternative to be preferred? Desirable improvements in these rules are:—
- (a) retention of the present limit on accumulation but making it obligatory to grant leave freely and to waive the limit when leave is refused in the public interest;
 - (b) grant of three or six months sick leave on full pay;
 - (c) improved leave terms for temporary Government servants and for inferior servants.
- (32) Improvement in the method of calculation of leave allowance *i.e.*, 12 months' versus 36 months' average.
- (33) To what extent do the present rules regarding retirement require change.
- (34) Is the raising of the age limit from 55 to 60 justified?
- (35) Should voluntary retirement be permitted in all services on completion of 25 years service or 50 years of age? If so, should full pension *i.e.*, 30/60 be allowed instead of 25/60?
- (36) Is the existing scales of pensions and additional pensions to be retained or could the latter be absorbed in basic pensions or should the present ceiling limits on superior pensions be raised? A justifiable ground for the last proposal would be the fact that the reduction of basic rates of pay and the denial of war allowance to persons on the higher pay scales would leave the pensioners very little in the nature of a surplus income during their service to augment the considerably attenuated scale of pension.
- (37) Should the basis of calculation of pensions continue as 36 months' emoluments?
- (38) To what extent may officiating pay be allowed to count?
- (39) Should pensions be replaced entirely by a contributory provident fund system as in the Railways?
- (40) Should pension be reduced in order to allow the following alternative benefits on retirement or death:—
- (i) a gratuity of half a month's pay for each year of service subject to a maximum of 12 or 15 months up to a limit of Rs. 25,000?

APPENDICES

- (ii) State insurance of an employee for a capital sum based on the actuarial value of the cut made in pension say of 25 per cent. or by a reduction in the rate of pension from 1/60th to 1/70th per year of service?
 - (iii) Contributory insurance towards which both the State and the employee would pay an equal premium, the State contribution being equivalent to the actuarial value of the cut in pension?
 - (iv) complete substitution of insurance for the pensionary system?
 - (v) Provision in addition to the gratuity or a lump sum payment of a family pension in case of death in service or shortly after retirement for a minimum period—the benefit being within the limits of the actuarial value of the surrender made in pension.
- (41) Should the system of commuting pensions continue, and if so, to what extent should the restrictions such as the requirement of a medical certificate or the existence of budget provision be waived?
 - (42) To what extent should the principle of 'minimum wage' be applied to the lowest category of Government employee?
 - (43) To what extent should such a 'minimum wage' be related to agricultural wages.
 - (44) How will the rate of payment to employees in Government industrial undertakings fit in with the contemplated 'minimum wage' legislation?
 - (45) The extension of the conciliation machinery to the case of Government servants.
 - (46) Practicability of following the Whitley Council system.
 - (47) To what extent should arbitration be made compulsory and the right of strike restrained in respect of Government employees generally or of employees in essential undertakings?
- "B"—Any other points which representatives of Provinces may like to discuss.

APPENDIX C

COPY OF A D. O. LETTER No. 301-ADD. SECY./47, DATED THE 28TH MARCH 1947 FROM YAQUB SHAH, ESQ., ADDITIONAL SECRETARY, FINANCE DEPARTMENT TO SIR SRINIVASA VARADACHARIAR, CHAIRMAN, CENTRAL PAY COMMISSION.

As we read the report of the Commission, we understand that the Commission was aware that no cost of living index of the kind referred to in para. 73 is now in existence and the Commission expected that it would be possible to prepare, within a reasonably short period, an index that may be accepted as giving a fair average of all-India cost of living. The lines on which such an average is to be calculated are not easy to settle and it is understood that it will take considerable time before these lines could be satisfactorily settled and a proper all-India cost of living index on that basis prepared and linked with the standard of cost prevailing before the war. As the Government are anxious not to delay the implementation of the recommendations of the Commission on that account, Government would be glad to know whether they would be correctly interpreting the wishes of the Commission if they assumed that the dearness allowance of Rs. 25 and the corresponding rates for higher pay-ranges in that slab were regarded by the Commission as appropriate at the present level of prices whatever the exact figure of the cost of living index may work out for that period and that the table given in para. 72 represents the Commission's proposals regarding the regulation of increases and decreases in the dearness allowance for various pay ranges as the cost of living rises or falls, the index numbers being hypothetical and used for purpose of illustration only. The Government feel confirmed in this view by the fact that the reasoning of the Commission takes into account the opinions expressed by the Bombay Textile Enquiry Committee, by the D. G., P. & T. and by the Chief Commissioner of Labour though they do not all seem to relate to the same point of time. Further the recommendations do not differentiate between the middle class cost of living index and the working class cost of living index though in the reasoning given in the report such difference has been referred to.

As we are actively engaged in considering these recommendations at the moment I shall be most grateful if you kindly let me have a reply at your earliest convenience.

COPY OF A D. O. LETTER No. CPC/SEC./47, DATED THE 31ST MARCH 1947, FROM K. R. P. AYYANGAR, ESQ., M.B.E., SECRETARY, CENTRAL PAY COMMISSION TO YAQUB SHAH, ESQ., ADDITIONAL SECRETARY, FINANCE DEPARTMENT.

Your D. O. No. 301-Add. Secy./47, dated the 28th March 1947 (addressed to the Chairman) was placed before the meeting of the Commission on the 29th March 1947. I have been asked to reply thereto as follows:—

The assumptions made in your letter are substantially right. It was the idea of the Commission that the rates of dearness allowance starting at Rs. 25 for the income slab up to Rs. 50 per mensem would be the appropriate rate at the level of prices prevailing in January 1947. This is made clear by the use of the expression 'at the present level of prices' in para. 46

APPENDICES

and in two places in para. 49 of the Report. The members of the Commission were aware that there is at present no all-India cost of living index; but as they felt that it would be impracticable to work their dearness allowance scheme with different cost of living indices for different parts of the country, they preferred that an average all-India cost of living index should be prepared by the Economic Adviser for guidance in the working of the dearness allowance scale. The reference in various places in the Report to a cost of living index of 260 is a reference only to a hypothetical average figure. The Commission assumed that for some time past the price level had remained more or less the same—at what is referred to as the 'peak' in the opening sentence of para. 73—and they further assumed that if an average all-India cost of living index were prepared with reference to the level of prices obtaining in January 1947, the average might be about 260. That is why in the very first sentence of para. 72 of the Report the expression 'about 260' is used. Similarly in para. 50 also, the expression used is 'about 260'.

An attempt to prepare an average index for the whole country may be made along different lines, and it is not known what particular line the Economic Adviser would find most convenient to adopt and what figure may be reached by that process on the level of prices prevailing in various parts of India during January 1947. As it was the Commission's intention to recommend the Rs. 25 dearness allowance scale on the level of prices obtaining at the time of the Report *i.e.*, in January 1947 and 260 was only an assumed hypothetical figure, the figure reached by the Economic Adviser as the average cost of living index at the price level of that month may be taken to correspond to 260 in the Report and in the Dearness Allowance table in para. 72. What the Commission consider important is that once a particular method is adopted in calculating the cost of living index for all-India, the same method should be adhered to in calculating the future rise or fall in the cost of living index for the purpose of revising the dearness allowance.

COPY OF A D. O. LETTER NO. 824-ADDL. SECY./47, DATED THE 15TH APRIL 1947 FROM YAQUB SHAH ESQR., ADDITIONAL SECRETARY, FINANCE DEPARTMENT, NEW DELHI, TO K. R. P. AIYANGAR ESQR., M.B.E., SECRETARY, CENTRAL PAY COMMISSION, NEW DELHI.

Will you kindly refer to your D. O. No. CPC/Sec./31 of the 31st March 1947, which states the Commission's intention very clearly and removes a great practical difficulty? The Economic Adviser has now worked out an All-India average of selected urban cost of living indices. This average comes to 283 for the month of December 1946. As regards January, 1947, the Lahore figure is not yet available. A provisional figure worked out by the Economic Adviser comes to 281 but since the cost of living in Lahore has been rising (from 309 in October, 1946 to 326 in December, 1946), it may well turn out that the final All India average for January, 1947, will be the same as for December, 1946. Rounding this figure to 285, we propose to work the table of dearness allowance in para. 72 of the Report with a 25 points difference between the cost of living index worked out by the Economic Adviser and hypothetical figures used by the Commission.

APPENDICES

2. Another practical difficulty has arisen in regard to the six monthly review of dearness allowance recommended by the Commission in para. 73 of the Report. A change in the rates of dearness allowance is to be made if the index figure for three *previous* months stands above or falls below the index figure for the next slab. However, the Economic Adviser's index figure will not be available to Government for about three months after the month to which it relates. Consequently the review will have to be based on the figures of the penultimate and not the previous quarter. As the Government's decisions on the Commission's recommendations are not likely to be announced before May next, it is proposed to hold the first review in September, 1947 when the All India average for April, May and June is expected to be available and thereafter every six months.

3. Government are most anxious not to depart from the recommendations of the Commission in regard to these matters and trust that the action indicated in the above paragraphs is in accord with the Commission's intentions.

COPY OF A D. O. LETTER No. CPC/SEC./30, DATED THE 30TH APRIL, 1947 FROM MR. K. R. P. AIYANGAR, M.B.E., SECRETARY, CENTRAL PAY COMMISSION, NEW DELHI TO MR. YAQUB SHAH, ADDITIONAL SECRETARY, FINANCE DEPARTMENT, NEW DELHI.

Will you kindly refer to your D. O. letter No. 324-Addl. Secy./47, dated the 15th April, 1947 in which it is proposed (a) to work the table of dearness allowance in para. 73 of the Report with a 25 points difference between the cost of living index figure (as rounded) as worked out by the Economical Adviser and the hypothetical basis used by the Commission and (b) to make the six monthly review recommended in para. 73 of the Report with reference to the last three months for which it is possible for the Economic Adviser to compute the index? The matter has been placed before the Commission and they agree to the course suggested.

APPENDIX D

RETIREMENT BENEFITS AND FAMILY PROTECTION

NOTE PREPARED BY MR. A. H. WILSON, MILITARY ACCOUNTANT GENERAL.

In my reply to question No. 33 of the questionnaire circulated by the Central Pay Commission I proposed the introduction of a combination of Pension, Contributory Provident Fund and short term Endowment Life Assurance, in order to remedy as far as possible the defects I see in the system now in operation.

2. Briefly these defects are:—

- (a) Pension alone: this makes no provision of any kind for the family in the event of the death of the wage-earner before he has been able to effect commutation of a portion of his pension.
- (b) Pension combined with ordinary Provident Fund: this is a very slight improvement on (a), but the provision for the family in the event of the premature death of the wage-earner is negligible.
- (c) Contributory Provident Fund: this makes provision for the family to an ever increasing extent, but the amount is small in the earlier years. Moreover, the Government servant who lives to draw the balance is vulnerable, since he may lose it all by ill-advised speculation.

3. Under the scheme I propose, the Government servant who lives to retire will be protected against absolute destitution by the pension element, although, since the cost of Government's contribution to the Provident Fund and Endowment Policy will presumably have to be met from within the estimated cost of the pension at present earned, the pension will be smaller than at present. The protection for the family afforded by the Contributory Provident Fund will be augmented in the earlier years by the Endowment Policy. When the Policy matures, the proceeds will be added to the Contributory Provident Fund balance and earn interest in the normal way.

4. The Government servant will subscribe, to the Fund from the commencement of his service, month by month; and the Government contribution, equal to the twelve monthly payments made by the Government servant, will be added annually in arrears. When I gave evidence before the Commission on the 20th September, I stated that the Endowment Policy would be taken out at the end of the 5th year of service. On further consideration I have decided that this is too late, and I now propose that it be taken out at the end of the second year of service. I have two additional reasons for suggesting this date: (a) there will be a small accumulation in the Fund upon which to draw; and (b) since an officer spends his first two years on probation, it would be ill-advised to take out an Assurance Policy before he has been confirmed. I suggest that the Endowment Policy be for a term of fifteen years, for shortly before the end of that period a straight-forward Provident Fund out-distances Assurance.

APPENDICES

5. In order to shew the effect of the scheme, I have worked out three hypothetical cases: namely, that of a clerk who subscribes 10 per cent. of his salary; that of an officer who subscribes 10 per cent. of his salary; and since it is possible that a subscription of 10 per cent. may be thought too heavy a burden on the individual, that of an officer who subscribes 5 per cent. of his salary. In each of these three cases I have assumed that the Fund earns interest at 3 per cent., that the rates of pay I proposed in my reply to the questionnaire are in operation, that the Government servant will be 27 years of age next birthday when the Endowment Policy is taken out, and that he retires on completion of 30 years service. In the case of the clerk, I have assumed that he remains a clerk throughout his total service: that is to say, he fails to pass the Subordinate Accounts Service Examination. In the cases of the officers, I have assumed that they enter the senior Class II scale of pay on completion of six years service, are promoted to Class I on completion of 18 years service, and are promoted Command Controllers on completion of 25 years service. The Endowment Policies are taken to cost Rs. 63/10 for each Rs. 1,000 of Assurance. This rate of premium will be found in the prospectus issued by the New India Assurance Company in August 1941.

6. I attach a table in respect of each of the three examples I have selected showing:—

- (a) The rise of a Contributory Provident Fund without an Endowment Assurance Policy; and
- (b) The rise of the same Contributory Provident Fund with the Endowment Policy super-imposed.

In each table I separate the subscriber's portion of the Fund from the Government portion, in order that the cost to Government at every stage may be seen. Half the cost of the Policy is charged to the subscriber's portion of the Fund, the other half to the Government portion. The proceeds of the policy when it matures, being cash, are added to the subscriber's portion of the Fund.

7. There is one important difference between a Pension and a Contributory Provident Fund. A pension is only a partial liability to the State in the sense that it becomes effective only in those cases where the Government servant lives to draw it. If the Government servant dies before retirement, or, having retired, before commutation is effected, the liability of the State in the matter of his pension vanishes. In the case of a Contributory Provident Fund the liability of the State is real from the outset, for the balance standing to the credit of a subscriber is payable to his estate if he should die before retirement. Due weight must be given to this difference when calculating the extent to which existing pensions would have to be reduced in order to meet the cost of the Contributory Provident Fund and Endowment Policy I propose. This, in my view, is a matter for an Actuary.

8. I shall now examine in some detail the hypothetical cases I have selected.

APPENDICES

1. *The Clerk.*

- (a) This man, if governed by the pension rules now in operation, is entitled to a pension of Rs. 100 per mensem on retirement after completing 30 years service. He is entitled to commute half his annual pension, *i.e.*, Rs. 600. If 56 years of age next birthday and in good health the commutation factor is 11.09 and he thus receives Rs. 6,645 in a lump sum, and draws, until death, a decreased pension of Rs. 50 per mensem. There is no protection for the family until he has effected commutation, and the liability of Government is nil in the event of premature death.
- (b) In columns 4, 5 and 6 of the Table I, I shew the growth of a Contributory Provident Fund to which the clerk subscribes 10 per cent. of his salary monthly and to which Government adds at the close of each year a contribution equal to the twelve monthly instalments subscribed by the clerk. In this case, the liability of Government is real from the beginning, commencing with Rs. 96 at the end of the first year and rising to Rs. 8,530 at the end of the thirtieth year (column 5). In this case there is protection for the family from the beginning, but it is low in the earlier years (column 6).
- (c) In columns 7 to 12 of Table I, I shew the growth of the Contributory Provident Fund described in the previous clause from which an Endowment Policy of Rs. 4,000, maturing in 15 years, is financed. In this case, also, the liability of Government is real from the outset and rises from Rs. 96 at the end of the first year to Rs. 6,871 at the end of the thirtieth year (column 10). The protection afforded to the family is substantial from the end of the second year of service (column 12).

(d) To sum up:—

Pension provides no protection for the family until the Government servant retires and commutes a moiety. On the assumption that he will be 56 years of age next birthday, the result is Rs. 6,645.

A simple Contributory Provident Fund provides protection for the family rising from Rs. 439 at the end of the second year to Rs. 17,203 at the end of the thirtieth year. Only at the end of the twelfth year does the protection for the family exceed Rs. 4,000.

The cost to the State at the end of 30 years is Rs. 8,530.

The Contributory Provident Fund and Endowment Policy provide protection for the family rising from Rs. 4,184 at the end of the second year to Rs. 15,939 at the end of the thirtieth year. The cost to the State at the end of 30 years is Rs. 6,871.

APPENDICES

II. *The Officer subscribing 10 per cent.*

- (a) This officer, if governed by the pension rules now in operation, is entitled to a pension of Rs. 6,000 per annum plus an additional pension of Rs. 1,500 per annum making Rs. 7,500 per annum in all, on retirement after completing 30 years service. He is entitled to commute Rs. 3,750 per annum. If 56 years of age next birthday the commutation factor is 11.09 and he therefore receives a lump sum payment of Rs. 41,587-8-0 and draws until death a decreased pension of Rs. 3,750 per annum. The liability of Government is nil in the event of premature death.
- (b) In columns 4, 5 and 6 of Table II, I shew the growth of a Contributory Provident Fund to which the officer subscribes 10 per cent. of his salary monthly, and to which Government adds at the close of each year a contribution equal to the twelve-monthly instalments subscribed by the officer. In this case the liability of Government is real from the outset, being Rs. 360 at the end of the first year and rising to Rs. 52,067 at the end of the thirtieth year (column 5). In this case there is protection for the family from the beginning, but it is low in the earlier years (column 6).
- (c) In columns 7 to 12 of Table II, I shew the growth of the Contributory Provident Fund described in the previous clause, from which an Endowment Policy of Rs. 15,000, maturing in 15 years, is financed. In this case, also, the liability of Government is real from the outset and rises from Rs. 360 at the end of the first year to Rs. 45,836 at the end of the thirtieth (column 10). The protection afforded to the family is substantial from the end of the second year of service (column 12).

(d) To sum up:—

Pension provides no protection for the family until the officer retires and commutes a moiety. On the assumption that he will be 56 years of age next birthday the result is Rs. 41,587-8-0.

The simple Contributory Provident Fund provides protection for the family rising from Rs. 1,471 at the end of the second year to Rs. 105,017 at the end of the 30th year. Only at the end of the eleventh year does the protection for the family exceed Rs. 15,000. The cost to the State at the end of 30 years is Rs. 52,067.

The Contributory Provident Fund and Endowment Policy provide protection for the family rising from Rs. 15,516 at the end of the second year to Rs. 100,210 at the end of the 30th year. The cost to the State at the end of 30 years is Rs. 45,836.

III. *The Officer subscribing 5 per cent.*

- (a) Pension and commutation details are identical with those given under II a. The liability of Government is nil in the event of premature death.

APPENDICES

- (b) In columns 4, 5 and 6 of Table III, I shew the growth of a Contributory Provident Fund to which the officer subscribes 5 per cent. of his salary monthly, and to which Government adds at the close of each year a contribution equal to the twelve monthly instalments subscribed by the Officer. In this case the liability of Government is real from the outset, being Rs. 180 at the end of the first year and rising to Rs. 25,918 at the end of the 30th year (column 5). In this case there is protection for the family from the beginning, but it is low in the earlier years (column 6).
- (c) In columns 7 to 12 of Table III, I shew the growth of the Contributory Provident Fund described in the previous clause, from which an Endowment Policy of Rs. 8,000, maturing in 15 years is financed. In this case also the liability of Government is real from the outset and rises from Rs. 180 at the end of the first year to Rs. 22,601 at the end of the thirtieth (column 10). The protection afforded to the family is substantial from the end of the second year of service (column 12).

(d) To sum up:—

Pension provides no protection for the family until the officer retires and commutes a moiety. On the assumption that he will be 56 years of age next birthday the result is Rs. 41,587-8-0.

The simple Contributory Provident Fund provides protection for the family rising from Rs. 735 at the end of the second year to Rs. 52,285 at the end of the thirtieth year. Only at the end of the twelfth year does the protection for the family exceed Rs. 8,000. The cost to the State at the end of 30 years is Rs. 25,918.

The Contributory Provident Fund and Endowment Policy provide protection for the family rising from Rs. 8,226 at the end of the second year to Rs. 49,703 at the end of the thirtieth year. The cost to the State at the end of 30 years is Rs. 22,601.

TABLE I.—Clerk Subscribing 10 per cent of his salary

NORMAL CONTRIBUTORY PROVIDENT FUND						CONTRIBUTORY PROVIDENT FUND <i>cum</i> ENDOWMENT POLICY					
						The annual premium for the Rs. 4,000 Endowment Policy is Rs. 254-8 per annum. This has been rounded off to Rs. 255 per annum and charged Rs. 128 per annum to subscriber's portion of the Fund, Rs. 127 per annum to Government portions of the Fund.					
	Salary per mensem during year.	Subscription per mensem during year.	Subscriber's portion of the Fund.	Government portion of the Fund.	Total of columns 4 and 5.	Subscriber's portion to the Fund, less share of premium.	Government portion of the fund, less share of premium.	Premia disbursed to date by Government.	Progressive cost to Government. Total of columns 8 and 9	Policy Protection.	Total of columns 7, 8 & 11.
1	2	3	4	5	6	7	8	9	10	11	12
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
End of 1st year	80	8	97	96	193	97	96	<i>Nil.</i>	96	<i>Nil.</i>	193
2nd	100	10	221	218	439	98	91	127	218	4,000	4,184
3rd	105	10	349	344	698	99	86	254	340	4,000	4,185
4th	110	11	498	486	979	108	98	381	474	4,000	4,201
5th	115	11	641	632	1,273	117	100	508	608	4,000	4,217
6th	120	12	806	794	1,600	138	120	635	755	4,000	4,258
7th	125	12	976	961	1,937	160	140	762	902	4,000	4,300
8th	130	13	1,168	1,145	2,208	195	173	889	1,082	4,000	4,368
9th	135	13	1,366	1,335	2,691	231	207	1,016	1,223	4,000	4,438
10th	140	14	1,567	1,543	3,110	250	254	1,143	1,397	4,000	4,534
11th	145	14	1,784	1,757	3,541	331	302	1,270	1,572	4,000	4,633
12th	150	15	2,020	1,989	4,009	395	364	1,397	1,761	4,000	4,759
13th	155	15	2,268	2,223	4,491	461	427	1,524	1,951	4,000	4,888
14th	160	16	2,526	2,466	5,012	541	504	1,651	2,155	4,000	5,045

APPENDICES

15th . . .	165	16	2,796	2,752	6,648	624	694	1,778	2,862	4,000	16,208
16th . . .	170	17	3,087	3,084	6,121	722	678	1,905	2,583	4,000	5,800
17th . . .	175	17	3,866	3,829	6,715	4,950	902	1,905	2,807	...	5,852
18th . . .	180	18	3,707	3,644	7,351	5,318	1,145	1,905	3,050	...	6,468
19th . . .	185	18	4,037	3,969	8,006	5,697	1,895	1,905	3,300	...	7,092
20th . . .	190	19	4,889	4,816	8,705	6,099	1,664	1,905	3,569	...	7,768
21st . . .	195	19	4,762	4,673	9,425	6,518	1,941	1,905	3,846	...	8,454
22nd . . .	200	20	5,138	5,058	10,191	6,952	2,239	1,905	4,144	...	9,191
23rd . . .	200	20	5,586	5,444	10,980	7,404	2,546	1,905	4,451	...	9,950
24th . . .	200	20	5,945	5,847	11,792	7,870	2,862	1,905	4,767	...	10,732
25th . . .	200	20	6,367	6,262	12,629	8,350	3,187	1,905	5,092	...	11,537
26th . . .	200	20	6,801	6,689	13,490	8,844	3,522	1,905	5,427	...	12,366
27th . . .	200	20	7,248	7,129	14,377	9,353	3,867	1,905	5,772	...	13,220
28th . . .	200	20	7,709	7,582	15,291	9,877	4,223	1,905	6,128	...	14,100
29th . . .	200	20	8,184	8,049	16,238	10,417	4,589	1,905	6,494	...	15,006
30th . . .	200	20	8,673	8,530	17,208	10,973	4,966	1,905	6,871	...	15,939

TABLE II.—Officer subscribing 10 per cent. of his salary

1	Salary per mensem during year 2	Subs- cription per mensem during year 3	ORDINARY CONTRIBUTORY PROVIDENT FUND			CONTRIBUTORY PROVIDENT FUND AND ENDOWMENT POLICY					
			Subscriber's portion of the Fund 4	Government portion of the Fund 5	Total of columns 4 & 5 6	The annual premium for the Rs. 15,000 Endowment Policy is Rs. 954/6 per annum. This has been rounded off to Rs. 955 per annum and charged Rs. 478 per annum to subscriber's portion of the Fund. Rs. 477 per annum to Government's portion of the Fund.					
						Subscriber's portion of the Fund, less share of premium 7	Government portion of the Fund, less share of premium 8	Premia disbursed to date by Government 9	Progressive cost to Government Total of columns 8 & 9 10	Policy Protection 11	Total of columns 7, 8 and 11 12
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
End of 1st year	300	30	365	360	725	365	360	Nil	360	Nil	725
2nd	300	30	741	730	1,471	263	253	477	730	15,000	15,516
3rd	400	40	1,261	1,231	2,482	280	263	964	1,217	15,000	16,643
4th	425	42	1,800	1,771	3,571	320	297	1,431	1,728	15,000	15,617
5th	450	45	2,402	2,364	4,766	400	368	1,908	2,276	15,000	15,798
6th	475	47	3,047	2,998	6,045	507	466	2,385	2,851	15,000	15,973
7th	630	63	3,906	3,843	7,749	812	758	2,802	3,620	15,000	16,570
8th	665	66	4,828	4,740	9,568	1,163	1,095	3,839	4,434	15,000	17,258
9th	700	70	5,826	5,722	11,548	1,573	1,490	3,816	5,306	15,000	18,063
10th	735	73	6,891	6,769	13,660	2,032	1,933	4,293	6,226	15,000	18,965
11th	770	77	8,036	7,896	15,932	2,552	2,487	4,779	7,207	15,000	19,990
12th	805	80	9,252	9,092	18,344	3,127	2,993	5,247	8,240	15,000	21,120
13th	840	84	10,558	10,372	20,925	3,767	3,613	5,724	9,387	15,000	22,380
14th	875	87	11,934	11,727	23,661	4,462	4,288	6,201	10,489	15,000	23,750
15th	910	91	13,401	13,160	26,561	5,227	5,081	6,678	11,709	15,000	25,258

410

APPENDICES

16th	945	94	14,049	14,682	29,531	6,062	5,812	7,155	12,957	15,000	26,554
17th	980	98	16,592	16,298	32,890	22,428	7,182	7,155	14,887	...	29,610
18th	1,015	101	18,321	17,993	36,319	24,332	8,609	7,155	15,784	...	32,941
19th	1,200	120	20,334	19,977	40,311	26,525	10,307	7,155	17,462	...	36,882
20th	1,250	125	22,468	22,076	44,544	29,845	12,116	7,155	19,271	...	40,961
21st	1,300	130	24,727	24,298	49,025	31,295	14,039	7,155	21,194	...	45,334
22nd	1,350	135	27,115	26,646	53,761	33,880	16,080	7,155	23,235	...	49,980
23rd	1,400	140	29,635	29,125	58,700	36,603	18,242	7,155	25,397	...	54,845
24th	1,450	145	32,292	31,738	64,030	39,409	20,529	7,155	27,684	...	59,998
25th	1,500	150	35,090	34,490	69,580	42,482	22,944	7,155	30,099	...	65,426
26th	1,500	180	38,387	37,684	76,021	45,961	25,792	7,155	32,947	...	71,743
27th	1,850	185	41,748	41,034	82,777	49,585	28,785	7,155	35,940	...	78,370
28th	1,900	190	45,312	44,545	89,957	53,389	31,928	7,155	39,083	...	85,317
29th	1,950	195	49,049	48,221	97,270	57,369	35,225	7,155	42,880	...	92,594
30th	2,000	200	52,950	52,097	1,05,017	61,529	38,681	7,155	45,836	...	1,00,210

TABLE III.—Officer subscribing 5 per cent. of his salary

1	Salary per mensem during year	Subscription per mensem during year	ORDINARY CONTRIBUTORY PROVIDENT FUND			CONTRIBUTORY PROVIDENT FUND AND ENDOWMENT POLICY					
			Subscriber's portion of the Fund	Government portion of the Fund	Total of columns 4 and 5	The annual premium for the Rs. 8,000 Endowment Policy is Rs. 509 per annum. This has been charged:— Rs. 256 per annum to subscriber's portion of the Fund. Rs. 254 per annum to Government portion of the Fund.					
						Subscriber's portion of the Fund, less share of premium	Government portion of the Fund, less share of premium	Premia disbursed to date by Government	Progressive cost to Government, Total of columns 8 and 9	Policy Protection	Total of columns 7, 8 and 11
2	3	4	5	6	7	8	9	10	11	12	
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
End of 1st year	300	15	182	180	362	182	180	Nil	180	Nil	362
2nd	300	15	370	365	735	115	111	254	365	8,000	8,226
3rd	400	20	625	615	1,240	107	100	508	608	8,000	8,207
4th	425	21	899	885	1,784	111	101	762	863	8,000	8,212
5th	450	22	1,194	1,175	2,369	127	114	1,016	1,130	8,000	8,241
6th	475	23	1,510	1,486	2,996	150	139	1,270	1,409	8,000	8,295
7th	530	31	1,983	1,902	3,885	238	231	1,524	1,785	8,000	8,544
8th	605	33	2,393	2,355	4,748	438	410	1,778	2,188	8,000	8,848
9th	700	35	2,891	2,842	5,733	622	588	2,032	2,620	8,000	9,210
10th	735	36	3,416	3,359	6,775	824	783	2,286	3,069	8,000	9,807
11th	770	38	3,981	3,915	7,896	1,057	1,008	2,640	3,548	8,000	10,065
12th	805	40	4,587	4,512	9,099	1,321	1,264	2,794	4,058	8,000	10,585
13th	840	42	5,236	5,151	10,387	1,617	1,551	3,048	4,599	8,000	11,168
14th	875	43	5,917	5,821	11,738	1,934	1,859	3,302	5,161	8,000	11,793
15th	910	45	6,643	6,535	13,178	2,285	2,200	3,556	5,756	8,000	12,485
16th	945	47	7,415	7,295	14,710	2,671	2,576	3,810	6,386	8,000	13,247

17th	980	49	8,285	8,101	16,386	11,848	3,241	3,810	7,051	...	14,569
18th	1,015	50	9,091	8,944	18,035	12,298	3,938	3,810	7,748	...	16,236
19th	1,200	60	10,096	9,932	20,027	13,898	4,776	3,810	8,586	...	18,174
20th	1,250	62	11,153	10,973	22,126	14,556	5,663	3,810	9,473	...	20,219
21st	1,300	65	12,280	12,082	24,362	15,785	6,612	3,810	10,422	...	22,397
22nd	1,350	67	13,465	13,248	26,713	17,075	7,614	3,810	11,424	...	24,689
23rd	1,400	70	14,722	14,465	29,207	18,440	8,682	3,810	12,492	...	27,122
24th	1,450	72	16,041	15,783	31,824	19,871	9,806	3,810	13,616	...	29,677
25th	1,500	75	17,426	17,156	34,582	21,381	11,000	3,810	14,810	...	32,381
26th	1,600	90	19,066	18,750	37,806	23,119	12,410	3,810	16,220	...	35,529
27th	1,650	92	20,749	20,416	41,165	24,934	13,886	3,810	17,696	...	38,820
28th	1,900	95	22,529	22,168	44,697	26,840	15,442	3,810	19,252	...	42,282
29th	1,950	97	24,417	23,997	48,414	28,828	17,079	3,810	20,899	...	45,907
30th	2,000	100	26,369	25,916	52,285	30,912	18,791	3,810	22,601	...	49,793

APPENDIX E

MACHINERY FOR CONCILIATION

NOTE PREPARED BY MR. N. M. JOSHI

(1) In maintaining friendly relations between the employers and employees and in the avoidance of disputes between them, some form of joint machinery on the Whitley model can perform a useful function by enabling personal and regular contacts being kept up between the two sides whose interests though—they may theoretically and ultimately be one are or at least appear to be, different for practical purposes and for the time being. Written or oral representations by individuals or negotiations through the associations or—trade unions of the employees or the joint Whitley machinery have each their own places and functions which are not in substitution of each other but are supplementary of each other. All together they can help in bringing about proper understanding of the motives and the real situation and difficulties of each other and will thus help in the maintenance of friendly relations and co-operation and in the avoidance of disputes.

JOINT STAFF COMMITTEES AND COUNCILS

(2) The experiment of the establishment of Joint Staff Committee and Councils has been tried in Great Britain and has met with success both in the sphere of State Civil Services and in the sphere of Government industrial employees, as a machinery for conciliation, for maintaining personal contact and for discussion of questions relating to the interests of the employees and for smooth and efficient working of the administration. During the initial stage the experiment had met with suspicion and doubts which experience had succeeded in eliminating. In India the experiment has upto the present time met with very little success. This failure is due to several causes.

(3) *In the first place*, the Associations and Trade Unions of employees, rightly or wrongly, look upon the joint machinery as a rival and so long as this impression lasts, there is very little likelihood of its successful working. To give confidence to the Associations and Unions that there is no intention to supplant them, the staff side of the joint machinery should consist of only the representatives of the organisations of the employees. The interests of those who do not join the organisations cannot be different from the interests of those who prefer to be organised. Moreover, to give representation to those who do not join the existing organisation nor start any other organisation of their choice is to give encouragement to unco-operative tendencies. *In the second place*, the organisations of the employees should be given full freedom to choose their representatives either from the employees themselves or from outsiders who are their office-bearers, whole-time and paid or part-time and honorary. From experience alone the organisations will find that for the discussion of certain details, those who are in actual employment are better fitted. They will similarly learn from experience that whole-time paid officers are in a better position to find the time necessary for the regular work required by the joint machinery than part-time honorary officers. Any interference from outside in the choice of the representatives of the organisations of the employees only prevent the learning of what experience alone can teach successfully. *In the third place*, the

APPENDICES

restriction regarding the discussion of individual cases which at present exists should be removed. Again experience alone will bring home to the organisations of the employees, that all cases of injustice to individuals cannot be successfully dealt with through the joint machinery and conventions will grow in course of time by which some types of individual cases will be kept out of the purview of the joint machinery as it has happened in Great Britain.

In the fourth place, the joint machinery ought to consist not only of local or Departmental Staff Committees but should include higher bodies like the Regional or National Staff Councils to deal with questions which can only be discussed on a regional or national level. Different types of questions can be successfully dealt with only on these different levels. The spheres of authority of the lower committees and higher councils ought to be clearly defined. The civil and the industrial side of the joint machinery may be kept separate but there should be provided means for the co-ordination of the two sides.

In the fifth place, the joint machinery should have a wide scope as regards the questions to be discussed by it so long as those questions are either related to the interests of the employees and to efficient and smooth working of the administration. If the number of questions to be discussed is very much limited, the machinery will not have much work to do and will become rusty.

(4) The hostility of the Associations and Trade Unions to the Whitley joint machinery is also to some extent due to other restrictions placed upon them in the matter of their being registered under the Trade Union Act., their forming Federations and their associating themselves with the organisations of non-Government employees. If these and such other restrictions are removed, the attitude of the organisations of employees towards the joint Whitley machinery will change. In Great Britain, these restrictions had either not existed or are removed recently.

(5) Keeping in view the above suggestions, a scheme for a joint Whitley machinery should be worked out in detail. It may be suggested that the Government of India should place on special duty an officer to work out the details and he may be sent out to Great Britain to compare his scheme with what exists in Great Britain to the extent to which comparison is possible and to hold consultations with those in Great Britain who have experience in the working of a similar machinery. When such a detailed scheme is completed, Government should consult the Associations and Unions of their employees regarding the scheme and consider the suggestions which may be made by them for the improvement of the scheme or for making it acceptable. If this procedure is followed, there is every prospect of the scheme being accepted by all the sections of the employees. Even if it is not accepted by all sections simultaneously and even if it is accepted by the civil side of the employees, it should be introduced as a first step, leaving it to the future for the acceptance of the industrial side.

LABOUR COMMISSIONERS

(6) It may be stated that upto this time, the Government of India have not provided special officers to deal with questions arising from their relationship with their employees. Their Establishment officers deal with the questions more from administration's point of view than from the

APPENDICES

human side of the employees. The Government of India have recently appointed the Chief Labour Commissioner with some Regional Staff. But considering the number of the Government of India's civil and industrial employees, the staff is inadequate. They should have separate Commissioners of Labour with adequate staff one each for (a) Railways, (b) Posts and Telegraph and Telephone Department, (c) State Owned Mining Ordnance Factories, Printing Presses and other miscellaneous factories, and Central P.W.D. This will strengthen the conciliation and welfare machinery of the Chief Labour Commissioner. In the case of larger industries like the Railways, Posts, Telegraph and Telephones, it will be necessary to have Deputy Labour Commissioners for the bigger systems of Railways and for important provincial postal headquarters.

These Departmental Labour Commissioners and Deputy and Divisional Labour Commissioners should be invested with certain powers of decision regarding labour welfare and in matters involving larger expenditure and fundamental changes of working conditions, their powers should be advisory. Their consent should also be required for certain matters regarding discipline. They should also be charged with the duty to help the smooth working of the National and Regional Staff Councils.

LABOUR OFFICERS

(7) The Labour Officers who are at present appointed in workshops will be the lowest link in the chain of labour welfare machinery, beginning from the Chief Labour Commissioner. Besides the workshops, Labour Officers will also be necessary in Divisional Headquarters of Railways. The Labour Officers should be given high standing and should be men in class I service.

It will be the duty of a Labour Officer to be in charge of all questions of labour welfare and he should have authority to decide questions arising out of his duty, and as a Welfare Officer, he should be subordinate only to the head of the Department and to the Labour Commissioner. His consent should be required in cases of discipline. He will also help by advice in the work of the Staff Committees. As the Labour Officer will be a link in the chain of conciliation officers, he should not involve himself in disputes as a partizan. In order to enable him to do his work independently he should be made responsible for his work in the sphere of conciliation to the Chief Labour Commissioner and the Departmental Commissioners.

(8) The present Chief Labour Commissioner has only advisory capacity in the matter of labour welfare and can only have advisory capacity in his conciliation function. Some adjustment of relationship will be found necessary between the Chief Labour Commissioner, the Departmental Labour Commissioners, the Regional Labour Commissioners, the Divisional Labour Commissioners and Labour Officers and between these Labour Commissioners and the Departmental Heads of Departments, the heads of the different Railway systems and different Provincial Headquarters of the Post & Telegraph Department. This is a matter for the Government of India to decide. Some difficulty presents itself on account of the combination of the welfare and conciliation functions in one officer. If consideration of additional expenditure can be overcome, separation of these two functions may be recommended, so that, there will be separate officers for labour welfare work and separate officers for conciliation work.

APPENDIX F
FINANCE DEPARTMENT
RESOLUTION

New Delhi, the 10th May 1946

No. F. 11(11)-EII/46.—The question of instituting an enquiry into the conditions of service of Central Government servants with particular reference to the adequacy of their pay scales and standards of remuneration has been engaging the attention of the Government of India for some time. The revised scales of pay prescribed for Government servants since the retrenchment campaign in 1931, have, in particular, come up for considerable criticism in recent years. While the war was on, it was not possible to embark on any large scale investigation, but in order to alleviate the hardships suffered by all grades of Government employees from the rise in the cost of living, grants of Dearness Allowance or War Allowance were authorised. The adequacy of these Allowances has been criticised in the Indian Legislature and by Unions and Associations of Government employees and representations have also been made for the restoration of the old scales of pay and for the improvement of pensionary rights.

2. The intention of the Government of India to institute an enquiry into the range of Government salaries was announced in the Legislative Assembly on the 7th February, 1946, when certain grievances of P. & T. employees were discussed. Although the ideal course would be to wait till a degree of price stabilisation is attained and to include in a comprehensive enquiry all Government employees, including the services under the Provincial Governments, the Government of India have considered it desirable to appoint a Pay Commission immediately in order to assure their employees that appropriate action will be taken in regard to these grievances.

3. The Honourable Mr. Justice Srinivasa Varadachariar, Kt., Judge of the Federal Court has agreed to act as Chairman of the Pay Commission. The following gentlemen have also consented to serve as members on the Commission:—

Hon'ble Mr. Hossain Imam, Member, Council of State.
Mr. N. V. Gadgil, B.A., LL.B., M.L.A.
Mr. Frank Anthony, M.L.A.
Lt.-Col. Dr. J. C. Chatterjee, M.L.A.
Sardar Mangal Singh, M.L.A.
Mr. N. M. Joshi.
Mr. C. V. Srinivasa Rao, C.I.E.

It is also proposed to appoint one more member to the Commission.*

Mr. K. R. P. Airangar, M.B.E., Deputy Secretary, Finance Department will act as Secretary.

4. The following will be the terms of reference to the Commission:—

“To enquire into and report on—

(a) the conditions of service for the Class I, Class II and Subordinate Central Services as well as establishments now designated as inferior who are subject to the Civil Services (Classification, Control and Appeal)

*Mr. Vadilal Lallubhai was appointed *vide* Finance Department Resolution No F 11(11)-EII/46, dated 21st May 1946.

APPENDICES

Rules or the Railway Services (Classification, Control and Appeal) Rules and Railway servants, as defined in para. 101, State Railway Establishment Code, Vol. I with particular reference to:—

- (i) the structure of their pay scales and standards of remuneration with the object of achieving rationalisation, simplification and uniformity to the fullest degree possible;
 - (ii) the extent to which the present leave terms should be altered and simplified; and
 - (iii) conditions of retirement and the extent to which the existing regulations in regard to pensions and contributory provident funds require simplification.
- (b) the machinery for negotiating and settling questions relating to conditions of service which may arise out of differences between Government and its employees;
- (c) the principles on which the remuneration of industrial workers and daily rated employees of Government should be based."

5. While it has not been possible to consult all Provincial Governments on the subject, the Government of India observe that some Provincial Governments have already taken action to revise the scales of pay of services under their administrative control. Though it will be no part of the terms of reference to the Commission to consider the conditions of service including terms of pay etc., of services functioning in the provincial field, the Central Government hope that the present enquiry will be of value to the Provinces also and trust that the full co-operation of all Provincial Governments and administrations will be afforded to the Commission. It will be within the terms of reference of the Commission to call for information in writing and to take evidence from any department or officers of Government; and the Government of India will welcome the co-operation of Service Associations and non-official bodies and agencies and hope that they will afford the Commission the fullest assistance on the subject of the enquiry.

E. E. C. PRICE, Addl. Secy.

ORDERED that the Resolution may be published in the *Gazette of India* and communicated to the Departments of the Government of India; the Political Department; the Secretariats of the Governor General; the Secretariat of the Executive Council.

Copy forwarded to all Chief Commissioners.

G. SWAMINATHAN, Dy. Secy.

No. F. 11(11)-EII/46

Copy also forwarded to the Finance Department (Revenue Division); the Auditor General; the Financial Adviser, War and Supply; the Additional Financial Adviser, Supply; Financial Adviser, Communications; the Master, Security Printing, India; the Mint Masters, Bombay, Calcutta and Lahore; the National Savings Central Bureau; and the Secretary, Central Pay Commission.

By order etc.,

G. SWAMINATHAN,

Deputy Secretary to the Government of India.

Copy to all Branches of Finance Department (O. B.).

APPENDICES

No. F. 11(15)-EII/46

GOVERNMENT OF INDIA

FINANCE DEPARTMENT

New Delhi, the 17th June 1946

From

G. Swaminathan, Esq., O.B.E.,
Deputy Secretary to the Government of India.

To

The Chairman, Central Pay Commission, "Goverdhanam"
MYLAPORE POST, Madras.

Sir,

I am directed to enclose for your information a copy of a Press Communique dated the 17th June 1946 announcing the decision of the Government of India that all changes in scales of pay which may be decided upon in the light of the Central Pay Commission's recommendations will be given effect to from the 1st January 1947.

2. I am to suggest in this connection that, if the Pay Commission see no objection, their recommendations in regard to the revision of pay scales may kindly be made available to the Government of India as early as possible in advance of their recommendations on the other points included in their terms of reference.

I have the honour to be,

Sir,

Your most obedient servant,

G. SWAMINATHAN,

Deputy Secretary to the Government of India.

COPY OF GOVERNMENT OF INDIA, FINANCE DEPARTMENT, RESOLUTION NO. F. 11(11)-E.II/46, DATED THE 3RD JULY 1946

With reference to paragraph 4 of Finance Department Resolution No. F. 11(11)-EII/46, dated the 10th May, 1946 containing the terms of reference to the Central Pay Commission, the Governor General in Council has been pleased to decide that the words

"and also civilian Government servants whose pay is charged to the Defence Services estimates."
shall be added immediately after the words

"and Railway servants as defined in paragraph 101, State Railway Establishment Code, Volume I"
occurring in that paragraph.

APPENDICES

No. D. 293-Est.(Spl.)/46

GOVERNMENT OF INDIA

FINANCE DEPARTMENT

New Delhi, the 6th November 1946

From

M. Hashim, Esq.,
Deputy Secretary to the Government of India.

To

The Secretary, Central Pay Commission, New Delhi.

SUBJECT:—*Scales of pay for the All-India Administrative Service and All-India Police Service*

Sir,

I am directed to state that, at the Premiers' Conference convened last week by the Government of India, it was decided that—

- (a) A new all-India Administrative Service and an all-India Police Service should be formed to obtain officers required by the Central Government and participating Provincial Governments, consequent on the stoppage of recruitment by the Secretary of State to the Indian Civil Service and the Indian Police;
- (b) For the first five years officers belonging to these two new services should be paid salaries respectively in the time-scales of Rs. 350—400—450—450—500 and of Rs. 300—300—325—350—350;
- (c) The pay scales for later years should be decided after the recommendations of the Central Pay Commission are received.

The Home Department desire that the Central Pay Commission should, in submitting their report, make recommendations regarding the pay scales for the new services proposed to be created with reference to (c) above. The Finance Department would therefore be grateful if the Commission could be moved to take necessary action in this matter. Any further information, which the Commission may desire to be made available to them, will be called for from the Home Department.

I have the honour to be,

Sir,

Your most obedient servant,

Sd. M. Hashim,

Deputy Secretary to the Government of India

No. D. 293-Est.(Spl.)/46.

Copy forwarded to the Home Department for information with reference to their office memorandum No. 58/46-PA(RAM), dated the 28th October 1946.

APPENDICES

COPY OF D. O. No. F. 42-48/45-E.I., DATED THE 23RD NOVEMBER 1946 FROM DR. D. M. SEN, O.B.E., M.A., PH.D., EDUCATION DEPARTMENT TO MR. K. R. P. AIYANGAR, M.B.E., SECRETARY, CENTRAL PAY COMMISSION.

I shall be glad to have the advice of the Pay Commission in regard to the fixation of scales of pay for the following posts:—

- (1) Principal and Vice-Principal for the Central Training Colleges that are going to be set up in connection with the Post-War Educational Development Plan. A 'Teachers' Training College (B.T. Course) of the type recommended by the Central Advisory Board of Education, for men and women, with 300 seats, have already been sanctioned. Besides the above, it is also proposed to take in hand, in the near future, the following:—
- (2) A Training College for Physical Education (men and women).
- (3) A Training College for Teachers in Technology.

Finance Department have already agreed to sanction an initial start up to Rs. 1,000 for the Principal, and up to Rs. 800 for the Vice-Principal of the Teachers Training College.

These colleges will be affiliated to the Delhi University and the Principal will also be Professors of Education or Physical Education, as the case may be in the Delhi University.

On account of high academic qualifications and administrative duties involved, this Department has recommended the scale of Rs. 1,000—50—1,250 for the Principal and Rs. 750—50—1,000 for the Vice-Principals. I shall be glad to have the advice of the Commission in regard to these scales. Should you require any further information, kindly let me know.

EXTERNAL AFFAIRS DEPARTMENT

It has become a matter of urgent public importance to implement forthwith the decision of the present Government of India to create a Foreign Service for India. Already India has two Embassies established in foreign countries, new consulates are in the process of being established, while new diplomatic missions and consular establishments will be required very early in the spring of 1947. For the staffing of these missions, etc., it is necessary to recruit men of various age groups to the Indian Foreign Service, for in this instance India is faced with the necessity of creating an entirely new Service from scratch and not merely of substituting a new Indian Service for a pre-existing Secretary of State's Service. It follows that it is insufficient merely to lay down a provisional scale of pay for the first five years of service, as has been contemplated in other quarters. The Hon'ble Member in charge of External Affairs is therefore anxious to elicit from the Pay Commission proposals for a basic scale of pay for the new Indian Foreign Service before the end of the present calendar year if possible. It is suggested that the attached scale might be taken as a basis for consideration, the proposition being roughly that scale (A) would be appropriate for Vice-Consuls, Third Secretaries and Attaches, scale (B) for First and Second Secretaries and Consuls, scale (C) for Counsellors and officers holding smaller Consulates-General and scale (D) for heads of missions ranking as Legations and for officers holding major Consulates-General. Appointments of equivalent status in Commonwealth countries, though temporarily given a somewhat different nomenclature, would qualify for equivalent emoluments in the four parts of the scale; and this

APPENDICES

would hold true for appointments of Commercial Counsellor or Secretary. Finally, the scales would apply equally well to appointments of equivalent status in headquarters at New Delhi.

2. It will be necessary also to provide for a certain number of appointments on special rates of pay, e.g., Ambassadorships or equivalent appointments of the first and second class. For these possibly fixed rates of pay of Rs. 3,500 and Rs. 2,750 p.m. would be appropriate.

3. One copy of this note is being sent direct to the Secretary of the Pay Commission and a second copy to the Finance Department of the Government of India for any comments they may wish to make.

Sd. H. WEIGHTMAN,—30-11-46

Secretary, Pay Commission.

E.A.D. u.o. No. D. 6705-E/46, dated the 30th November 1946.

	350—30— 650—40— 850	640—40— 1,000—50— 1,350.	1,200—50— 1,300—75— 1,600—50— 1,800.	1,800—100— 2,000—50— 2,250.
	(A)	(B)	(C)	(D)
1st year	350			
2nd year	400			
3rd year	450			
4th year	450			
5th year	500			
6th year	600			
7th year	530			
8th year	560			
9th year	590	640		
10th year	620	680		
11th year	650	720		
12th year	690	760		
13th year	730	800		
14th year	770	840		
15th year	810	880	1,200	
16th year	850	920	1,250	
17th year		960	1,300	
18th year		1,000	1,375	
19th year		1,050	1,450	
20th year		1,100	1,525	
21st year		1,150	1,600	1,800
22nd year		1,200	1,650	1,900
23rd year		1,250	1,700	2,000
24th year		1,300	1,750	2,050
25th year		1,350	1,800	2,100
26th year				2,150
27th year				2,200
28th year				2,250

APPENDICES

No. D. 316-Est.(Spl.)/46

GOVERNMENT OF INDIA
FINANCE DEPARTMENT

New Delhi, the 29th November, 1946

From

G. Swaminathan, Esquire, O.B.E.,
Deputy Secretary to the Government of India,

To

The Secretary, Central Pay Commission, New Delhi.

SUBJECT:—*Terms of reference to the Central Pay Commission*

Sir,

With reference to the question recently raised by the Chairman, Central Pay Commission, as to the nature of the report, which the Commission are expected to make, regarding the scales of pay of Government servants and classification of posts, I am directed to state that the Finance Department have in consultation with the Home Department, decided that it would suffice if the Commission were to fix the scales of pay for the various services and for particular classes or categories of posts, leaving to Government the classification of posts and their allocation to the particular categories for which pay scales have been suggested by the Commission.

I have the honour to be,

Sir,

Your most obedient servant,

G. SWAMINATHAN,

Deputy Secretary to the Government of India.

APPENDIX "G"

List of witnesses who gave oral evidence

A.—Government Officials and prominent Non-officials

20th September 1946	Mr. A. H. Wilson, O.B.E. .	Military Accountant General
21st September 1946	Sir John Sheehy, C.S.I., I.C.S.	Member, Central Board of Revenue.
	Mr. K. R. K. Menon, C.I.E., M.B.E.	Director of Inspection.
	Mr. S. Ranganathan, I.C.S.	Secretary, Central Board of Revenue.
	Mr. H. Greenfield, C.S.I., C.I.E.	Member, Central Board of Revenue.
2nd October 1946	Mr. Hardaker	Director of Inspection.
	Brigadier Sir Oliver Wheeler	Surveyor General of India.
6th October 1946	Mr. R. G. P. S. Fairbairn	Principal, Delhi Polytechnic.
	Dr. S. C. Sen	Vice-Principal, Delhi Polytechnic.
9th October 1946	Khan Bahadur Mohammad Sulaiman.	Chief Engineer, C. P. W. D.
11th October 1946	Mr. P. G. Bhagat, M.B.E. .	Controller of Printing and Stationery.
12th October 1946	Sir Bertie Staig, C.S.I., C.I.E., I.C.S.	Auditor General of India.
	Mr. W. R. Tennant, C.S.I., C.I.E.	Deputy Auditor General.
15th October 1946	Brig. I. M. Hunt	Chief Administrative Officer.
19th October 1946	Mr. A. S. Bokhari	Director-General, All India Radio.
21st October 1946	Mr. S. C. Joshi, M.A., LL.B.	Chief Labour Commissioner.
		Director, Geological Survey.
22nd October 1946	Dr. S. S. Aiyar	Chief Chemist, C. B. R.
23rd October 1946	Dr. S. K. Banerji	D. G., Observatories.
23rd October 1946	Sir Frederick Tynms	D. G., Civil Aviation.
26th October 1946	Dr. S. N. Sen	Director of the Archives.
	Dr. D. M. Sen, O.B.E. . . .	Secretary, Education Department.
26th November 1946	Mr. S. Lall, C.I.E. . . .	Secretary, Labour Department.
	Mr. V. Narayan	Jt. Secretary, Labour Department.
27th November 1947	Lt.-General Sir Kenneth Loch.	Master General of Ordnance.
	Col. A. F. F. Thomas	Director, Civilian Personnel, G.H.Q.
	Mr. K. Santhanam	Joint Editor, <i>Hindustan Times</i> .

APPENDICES

27th November 1947— <i>contd.</i>	Mr. Sheikh	Superintendent of Education, Baluchistan.
28th November 1946	Mr. A. G. Hall	General Manager, N. W. Railway
	„ D. R. Carmody	Deputy General Manager, E. I. Railway.
	„ S. Sydney Smith	Chief Transportation Officer, S. I. Railway.
	„ C. T. Venugopal	Deputy Chief Accounts Officer, G. I. P. Railway.
	Sir George Cuffe	General Manager, B., B. & C. I. Railway.
29th November 1946	Col. R. B. Emerson, C.I.E., O.B.E.	Chief Commissioner of Railways.
29th November 1946	Mr. S. A. Venkataraman, C.I.E., I.C.S.	Director-General, Industries and Supplies.
16th December 1946 .	Mr. Krishna Prasad	D. G., P. & T.
18th December 1946 .	Mr. Sethi	Superintendent of Education, Delhi.
	Mrs. Kumar	Inspectress of Schools, Delhi.
19th December 1946 .	Dr. D. R. Gadgil	Professor of Economics, Gokhale Institute, Poona.
	Major-General W. F. Hasted.	Engineer-in-Chief.

B.—List of Staff Associations with names of representatives.

9th September 1946 .	Mr. B. N. Nanda	} Imperial Secretariat Association.
	„ Abdulla Jan.	
	„ Bhagat Ram	} Defence Headquarters Association.
	„ M. D. Dalakoti	
	„ Mathur	} Railway Board Ministerial Staff Association.
	„ Purushotamalal	
	Raj Bahadur C. N. Sen	} Government of India Subordinate and Attached Offices Association.
	Mr. R. V. R. Chatterjee	
	„ Brij Bhushan Lal	} Government of India Stenographers Association.
	„ A. Vaidyanathan	
	„ N. Chanda	Director-General, Industries and Supplies and Director-General (Disposals) Employees Union.
10th September 1946 .	Mr. S. C. Gupta, C.I.E.	} Indian Audit and Accounts Service Association.
	„ Ram Gopal, C.I.E.	
	„ G. Mathias	
	„ Ghulam Abbas	} Superior Service of the Military Accounts Department.
	„ S. Jayasankar	
	„ G. K. Abhyankar	
	„ B.N. Bgnerjee, M.B.E.	} Ad hoc Committee of Revised Scale Class I Officers.
	„ Inderjit Singh	
	„ J. E. Costellino	
	„ B. D. Sud	

APPENDICES

11th September 1946	Mr. Mahbub Ahmed Ansari	Civil Accounts Association, Office of the Accountant General, Central Revenues.
	„ Nihal Chand	} Stores Audit Association.
	„ Ranganathan	
	„ B. L. Goswami	
	„ S. B. Makode	
	„ G. X. Francis	} All India Accounts and Audit Association.
	„ N. R. Khanna	
	„ U. N. Sen	
	„ H. U. Bhatti	Punjab Civil Accounts Association.
12th September 1946	Mr. Khandalal Varma	Office of the Deputy Accountant General, Posts and Telegraphs, Delhi.
	„ K. B. Roy	Divisional Accountants Association, Allahabad.
	„ S. N. Chatterji	} Bihar and Orissa Accounts Officers Association.
	„ N. P. Mukerji	
	„ K. D. Joshi	Post and Telegraph Audit Offices.
16th September 1946	Mr. S. H. Zaidi	} Secretariat and Attached Offices Daftris and Record Sorters Association, New Delhi.
	„ H. L. Varma	
	„ Ghana Shyam Naik	} Calcutta Customs Inferior Staff Union, Calcutta.
	„ Mohd. Siddique	
	„ Maqbul Hussain	
16th September 1946	Mr. Bishan Das	} Accountant General's Office, Punjab.
	„ Altaf Hussain	
	„ Ikramullah Khan	
	„ A. Barkat	Attached and Subordinate Offices Peons' Association.
	„ A. Barkat	Imperial Record Sorters and Daftris Association.
	„ Nika Singh	} Lift Staff.
	„ Harphool Singh	
	„ Mohd. Mustafa Khan	Attached and Subordinate Staff Peon Association.
	„ A. P. Bhatnagar	} Imperial Secretariat Jamadars and Peons Association.
	„ Jai Narain	
	„ P. Sitaraman	Federal Public Services Commission.
	„ K. C. Mazumdar	Auditor General's Inferior Services Association.
17th September 1946	Mr. Kalwant Rai	Income Tax Officers Association, Punjab, N.W.F.P. & Delhi.
	„ V. P. Chaudary	} The Madras Income-Tax Gazetted Service Association.
	„ C. P. Krishna Rao	
	„ B. L. Vaish	Income-Tax Officers' Association, United Provinces.
	„ P. Mukherjee	Federation of Income-Tax Officers' Association.

APPENDICES

18th September 1946 .	Mr. S. V. Gupta	} Central Board of Revenue Ministerial Officers' Union, Bombay.
	" D. V. Chachad	
	" Rajendra Misra	} Income-Tax Ministerial Officers' Association, U. P.
	" Abdul Ghani Faruki	
	Babu Gur Pershad	
19th September, 1946 .	Mr. Varadkar	} Bombay Customs Appraising Staff Association.
	" De Cruz	
	" G. C. Fegredo	Calcutta Customs Preventive Service.
	" R. N. Chatterjee	Calcutta Customs Ministerial Officers and Records Supply Association.
	" N. R. Ferguson	Bombay Customs' Preventive Service Association.
	" P. V. Sundaresan	Madras Central Excise Non-Gazetted Ministerial Officers' Association.
	" S. Sahai	General Secretary, Executive Subordinate Staff Association, Central Excise, Delhi.
	" B N. Dutt	Appraiser, Calcutta Customs.
7th October 1946 .	Mr. P. K. Sur	} Lower Subordinate Services Association, Survey of India, Dehra Dun.
	" K. P. Bhattacharji	
	" K. L. Chakravarti	} Topographical Assistants Association, Survey of India, Dehra Dun.
	" B. Maitra	
	" A. F. Murphy	} Survey of India Class II Association.
	" S. Q. Hasan	
	" Jagan Nath	} Upper Subordinate Association Survey of India.
	" N. C. Roy	
	" J. B. Mathur	
8th October 1946.	Mr. Bhagwant Kishore	} Delhi Province Teachers' Association.
	" Ishwar Das	
	" K. K. Guha Roy	Government of India Library Association.
	" Bhim Sen	Representative, Government College Staff, Ajmer.
	" C. B. L. Mathur	Representative, Ajmer-Merwara Teachers' Association.
	" Sir A. Dean	Institution of Engineers.

APPENDICES

9th	October	1946.	Mr. N. D. Gulatti	.	Civil Engineers Association.
			„ Raghbir Singh	.	President of the Central Public Works Department Works Association.
			„ Janardhan Sarma	.	General Secretary, Central Public Works Department Workers' Union.
			Pyara Singh Mahal		Overseer, Central P. W. D.
			„ Kundan Singh Alwalia		Sub-Divisional Officer, C. P. W. D.
			„ Harvans Singh Swarup		Sub-Divisional Officer, C. P. W. D.
			„ P. S. Mahal.		
			„ Prem Chand Jain.		
			„ Kundan Singh Ahluvalia.		
			„ Harbans Sarup.		
			„ S. H. Gorey.		
			„ Kedar Nath Puri and others.		Representatives of Draftsmen and Estimators, C. P. W. D., New Delhi.
			„ Chand Narain	}	Central Public Works Department Divisional Ministerial Staff Union.
			„ Aftab Ahmad		
10th	October	1946.	Mr. C. I. Kapur	}	Clerks Association, Government of India Press, New Delhi.
			„ Gauri Dayal		
			„ S. M. Bose	}	Clerks Association, Aligarh Press.
			„ Jagdish Pershad		
			„ W. N. Dass		Clerks Association, Simla Press.
			„ K. C. Sen		Clerks Association, Calcutta Press.
			„ N. K. Ghosh		Central Stationery Office Employees Association.
			„ R. K. Mitra	}	Press Workers' Unions, Aligarh Delhi, Simla and P.S.V.'s Press.
			„ B. K. Dey		
			„ G. P. Anand		
			„ S. S. Joshi		
			„ Syed Hussain		
11th	October	1946	Mr. I. C. Francis	.	All India Association of Clerks Ordnance Factories, Aravankadu, Headquarters Executive.
			„ R. B. Mathur	.	Storemen, Semi-Clerical Association, Rifle Factory, Ishapore.

APPENDICES

11th October 1946— contd.	Mr. V. R. Joshi . . .	Inspectorate of Military Explosive Staff Association, Kirkee.
	.. Rustogi . . .	Ordnance Factory, Shahjehanpore.
	.. S. Thiagarajan . . .	President of Cordite Factory Labour Union, Aravankadu.
	.. Elmo Decruz . . .	Vice President, Cordite Factory Labour Union, Aravankadu.
	.. N. N. Goswami . . .	} Ordnance Factory, Ishapore.
	.. N. Vedaratram . . .	
	.. R. Singh . . .	
	.. Finch . . .	Bombay Mint.
	.. S. Y. Kolhetkar . . .	Naval Dockyard, Bombay.
	.. P. K. Sharma . . .	Government Medical Stores Workers Union, Madras.
	.. N. Keshavan . . .	Secretary, Government Medical Stores Workers' Union, Madras.
	.. J. Almeida . . .	Government Medical Stores, Bombay.
	.. S. Ambawla . . .	Government Medical Stores Bombay.
	.. Ghulam Hussain . . .	} Salt Mine Workers Association.
	.. Fazalddad . . .	
	.. Ghulam Kasim . . .	
14th October 1946	Mr. C. Subrrmani . . .	D.M.S.2(F) Medical Directorate.
	.. B. B. Sharma . . .	D.M.S.2(F) Medical Directorate.
	Capt. T. L. Millar . . .	M.G./B.E.6.
	Mr. S. N. Mehlain . . .	M.G./M.E.6.
	.. B. S. Puri . . .	Air Force Store Keepers Association.
	Sardar Harnam Singh . . .	Association of Storekeepers and Storemen, I.A.O.C., Chhoki Allahabad.
	Mr. S. L. Tewari . . .	I.A.O.C.
	.. Lalchand Malhotra . . .	R.A.F. Clerical Association.
15th October 1946	Dr. D. B. Mundkar . . .	Gazetted Officer's Association, I.A.R.I.
	.. T. Ahmed . . .	Do.
	.. K. A. Chaudbury . . .	Class I Central Service Officers' Association, F.R.I., Dehra Dun.

APPENDICES

15th October 1946— <i>contd.</i>	Dr. M. B. Raizada . . .	Class II Central Service Officers Association, F.R.L., Dehra Dun.	
	Mr. R. N. Banerji . . .	Government Test House, Alipore.	
	„ B. S. Khushalapa . . .	President, Non-Gazetted Officers' Association, Coorg.	
	„ S. S. Ahmed . . .	Veterinary Research Institute, Izatnagar.	
	„ C. S. Jail . . .	Ministerial Staff Association, I. A. R. I.	
	„ Naga and Others . . .	Ministerial Staff, Geological Survey Non-Gazetted Staff Association, (Ministerial) Poona.	
	Representative . . .	Chief Commissioner's Office, Delhi.	
18th October 1946	Dr. Satyanarayanan Mr. M. L. Mathur . . .	} Non-Gazetted Scientific Staff Association, I. A. R. I.	
	Dr. H. D. Srivastava Mr. S. R. Hassan . . .	} Research Workers Association, Imperial Veterinary Research Institute.	
	„ H. N. Roy . . .	All India Ordnance Factory Chemists' Association.	
	„ B. J. Patel . . .	Physical Assistant, Government Test House, Alipore.	
	„ B. D. Darkar . . .	Chemical Assistant, Government Test House, Alipore.	
	„ V. R. Natesan . . .	Technical Superintendents Association, Office of the Superintendent of Insurance, Simla.	
	„ R. Ghosh . . .	Chemists, Geological Survey of India.	
	„ V. N. Sharma . . . Dr. A. L. Sundra Rao . . .	} Council of Scientific Research Laboratories, Delhi.	
	Mr. A. Chardutt . . .	Ordnance Factories.	
	„ A. G. Brooks . . .	Assistant Surgeon, Central Research Institute, Kasauli.	
	19th October 1946	Mr. K. Venkataraman „ K. P. Karve . . .	} Station Engineers, All India Radio.
		„ N. D. Matange . . . „ K. R. Vaidyanathan . . .	} Assistant Engineers, All India Radio.
„ H. L. Chopra . . .		Technical Assistant, All India Radio.	
„ Mohd. Makhtar . . . „ D. N. Mitra . . . „ Mohd. Ali . . .		} All India Radio Mechanics Association.	
M. N. Viswanathan and others.		Translators, All India Radio.	

APPENDICES

22nd October, 1946	Mr. Sathe	}	Indian Ordnance Civilian Gazetted Officers' Association, Cossipore.
	Huddart		
	„ Pershad		Civil Gazetted Officers' Association, Cawnpore.
	„ F. Herbert	}	Forman's Association, Rifle Factory, Ishapore.
	„ R. Neutch		
	„ D. V. Raddy	}	All India Association, Ordnance and Clothing Factories, Ishapore.
	„ M. N. Roy		
	„ B. K. Sethi	}	Cantonment Officers' Association.
	„ Gajendra Singh		
	„ Z. K. Mahmood		
	„ B. S. Pavvi		Bengal Pilot Service.
	„ D. Krishna Rai	}	Cochin Port Staff.
	„ T. Aboo-Baekar		
18th November, 1946	Representative		Lower Gazetted Service Officers' Association, G. I. P. Rly.
	Representative		O. T. Railway Gazetted Officers' Association.
	Mr. D. Sandilya		G. I. P. Railway Indian Officers Association and Indian Railway Service of Accounts Association.
	„ V. V. Bhide	}	B. B. & C. I. Railway Officers' Association.
	„ E. J. Anston		
	„ J. E. Jack		G. I. P. Railway Officers' Association.
	„ Iyer		S. I. Railway Officers' Association.
	„ Ranjit Singh		N. W. Railway Traffic Officers Association.
	„ Subbaraman		E. I. Railway Engineering Officers Association.
	Representative		E. I. & B. A. Railways Lower Gazetted Service Officers Association.
	Mr. Y. P. Kulkarni		I. R. S. E. Officers Association, N. W. Rly.
	„ S. V. M. Sundaram		Representative of the Superior Service Officers of the Revised Scales of Pay, E. I. Railway.
	M. S. Murthy		M. & S. M. Railway Officers Association.
	„ C. T. Grey		Secretary, Lower Gazetted Service Officers Association, N. W. Railway.

APPENDICES

19th November 1946 .	Dr. A. V. Subramanian .	S. I. Railway Medical Association.
	„ Mohd. Shafi .	N. W. Railway Assistant Surgeons Association.
	„ P. N. Kapur .	Divisional Medical Officer, N. W. Railway.
	„ M. M. D. Chugtai .	Divisional Medical Officer, N. W. Railway.
	„ S. S. Jetley .	All India Medical Licentiate Association, N. W. Railway.
	„ D. R. Malhotra .	Chemists and Metallurgists Association, B. B. & C. I. Railway.
	Maj. H. B. Deshpande .	Chemist and Metallurgist, E. I. Railway.
	Mr. J. M. Bannerjee .	Representative of Chemists, Jamalpur.
	„ M. N. Bhide .	Representative of Chemists, Lucknow.
	„ B. D. Agarwal .	Representative of Chemists, Ajmer.
	„ S. Sharma .	} S. I. Railway Clerks Association.
	„ R. Aiyar .	
	Representative .	General Staff Committee, B. B. & C. I. Rly.
	Mr. T. R. Krishnamurthy .	Representative of Personal Clerks, S. I. Railway.
	„ D. Thomas .	Representative of Typists, S. I. Railway.
	„ M. S. Bhatia .	E. I. Railway Typists Association.
	„ Edward Dhanaraj .	Accounts Department Executive Employees Association, S. I. Railway.
	„ Saigal .	Sub-Heads Association, Railway Clearing Accounts Office.
	„ M. A. Sarma .	Railway Rates Advisory Committee.
	„ Saxena .	} E. I. Railway Stenographers' Association.
	„ Goswamy .	
	Representative .	Commercial Staff Association, E. I. Railway.
	Representative .	N. W. Railway Accounts Union.
	Representative .	G. I. P. Railway Accounts Staff Union.
	Mr. S. Guruswamy .	All India Railwaymen's Federation.

APPENDICES

September 1946 .	Mr. H. L. Giri . . .	Telegraph and Station Master's Association, Agra (G. I. P.).
	" P. V. S. Murty . . .	} Assistant Station Masters and Station Masters Group, B. N. Railway.
	" Chakravarty . . .	
	" K. N. Roy . . .	Signallers Group, B. N. Railway Employees Union.
	" A. P. Varma . . .	} Cabinmen, G. I. P. Railway.
	" Kulkarni . . .	
	" Deahpande . . .	
	Representatives . . .	All India Station Masters' Council
	Representative . . .	Brakesmen's Association, G. I. P. Railway.
	Mr. R. L. Dave . . .	Guards Association, Tundla.
	Sardar Sant Singh . . .	Guards Association, N. W. Railway.
	Representative . . .	Special Ticket Examiners Association, N. W. Railway.
	Mr. Kazmi . . .	All India Railway Ticket Examiners Association.
	" S. Guruswamy . . .	} All India Railwaymen's Federation.
	" Ladik Ram . . .	
21st November 1946 .	Mr. P. L. Tipnis . . .	} Representatives of Inspecting and Operating Staff, Traction Department, G. I. P. Railway.
	" C. M. Kotwal . . .	
	" V. S. Ramanathan . . .	Electric Traction Drivers Association, S. I. Railway.
	Mr. S. Joseph . . .	M. & S. M. Railway Running Staff Association.
	" John Almida . . .	S. I. Railway Loco Transportation Association, Erode.
	" S. K. Roy . . .	E. I. Railway Mechanics Association.
	" N. C. Sircar . . .	Representative of Chargemen Lucknow.
	" S. P. Tewari . . .	Representative of Chargemen Jamalpur.
	" L. C. Misra . . .	Chargemen, G. I. P. Railway.
	" Chaudhry . . .	New Scale Journeymen and Chargemen's Association, N. W. Railway.
	Representative . . .	Permanent Way Superior Staff Association, N. W. Railway.

APPENDICES

11st November 1946— <i>contd.</i>	Mr. R. L. Basra	Maclagan Train Examiners Association, N. W. Railway.
	„ M. A. Khan	All India Railway Mechanical Workers Union, Lahore.
	„ Kaleppa	} All India Railwaymen's Federation.
	„ Guruswamy	
11st November 1946 (Afternoon).	Mr. B. K. Ramakrishnan	S. I. Railway Workers Union.
	„ Kalappa	B. N. Railway Indian Labour Union.
12nd November 1946.	Mr. Guruswamy	All India Railwaymen's Federation.
13rd November 1946 and 15th November 1946.	„ G. N. Sukhi	B. B. & C. I. Railway Employees Union.
	„ J. Basu	B. A. Railway Rail Road Workers' Union.
	„ Mirza Mohd. Ibrahim	} N. W. Railway Workers Trade Union.
	„ Cyprin	
	„ Mohindar Singh	
	„ Mitra	
	„ M. A. Khan	United Union of N. W. Railway Workers.
	Representative	Railway Workers Association, Moradabad.
	Mr. K. N. Nadkharai	B. B. & C. I. Railwaymen's Union.
	„ J. S. Sharma	B. B. & C. I. Railwaymen's Union.
	„ Luther	} O. T. Railway Employees Association.
	„ Chakravarthy	
	„ Jha	
Mr. Choudhry	} B. A. Railway Employees Association.	
„ Bhattacharya		
„ Bannerjee		
„ Ganguli		
Representative	O. T. Railwaymen's Union.	
Representative	All India Railway Muslim Employees Association.	
Mr. Kalyanasundaram	S. I. Railway Labour Union.	
„ O. R. Thyagarajan	} S. I. Railway Employees Association.	
„ Roderidge		
„ Ramanathan		

APPENDICES

23rd November 1946	Mr. D. S. Vaidya . . .	G. I. P. Railwaymen's Union.
and		
25th November 1946—	" Ladi Ram . . .	} N. W. Railway Union.
contd.	" Amar Das . . .	
7th December 1946 .	Mr. H. C. Sharma . . .	} Staff, P. & T. Directorate.
	" M. K. Nair . . .	
	" P. N. Vasudevan . . .	
	" K. S. Aiyakutti . . .	P. & T. Accountants' Union.
	" O. P. Sharma . . .	P. & T. Directorate Employees' Union.
9th December 1946 .	Mr. V. G. Dalvi . . .	All India Postmen and Lower Grade Staff Union.
10th December 1946	Mr. Roy Chowdhury . . .	All India Postal and R. M. S. Union, Delhi.
and		
11th December 1946.	" K. Ramamurthy . . .	} Indian P. & T. Union, Delhi.
	" M. A. Jabbar . . .	
	Dr. Noronha . . .	Federation of P. & T. Unions and Indian Telegraph Association, Calcutta.
	Mr. P. C. Chatterji and Representatives of 30 other Unions.	All India Telegraph Union, Calcutta.
12th December 1946 .	Mr. Kavlekar . . .	All India Postmen and Lower Grade Staff Union, Bombay.
	" Ramamurthy . . .	Indian P. & T. Union, Delhi.
	" P. C. Chatterji . . .	All India Telegraph Union, Calcutta.
	Dr. Noronha . . .	Federation of P. & T. Unions.
	" D. V. Pradhan . . .	} All India Administrative Offices Association.
	" R. K. Rawat . . .	
	" D. N. Ganguly . . .	
13th December 1946 .	Mr. J. C. Shyam . . .	All India Telegraph Union and All India Telegraph Workmen's Union.
	" P. C. Chatterji . . .	All India Telegraph Union.
	Dr. Noronha . . .	Federation of P. & T. Unions.
	Mr. Ramamurthi . . .	Indian P. & T. Union, Delhi.
	" Basant Singh . . .	} All India Telephone Revenue Union, Delhi.
	" S. N. Banerji . . .	
	" P. K. Mukerji . . .	
14th December 1946	Dr. Noronha . . .	Federation of P. & T. Unions.
	Mr. P. C. Chatterji . . .	} All India Telegraph Union.
	" Shyam . . .	
	" Ramamurthi . . .	Indian P. & T. Union, Delhi.
	" Rajini Mukerji . . .	} P. & T. Industrial Workers' Union.
	" A. Bhattacharya . . .	

APPENDICES

14th December 1946— <i>contd.</i>	Mr. N. Gopal	Central Telegraph Office, Madras.
	„ R. Ethirajulu Naidu	Madras Presidency Postmen Union.
	„ T. K. Karuppanan Pillai	Madras Postmen Union, Coonoor Nilgiris.
	„ Krishnan	Madras P. & T. Union.
16th December 1946 .	Mr. Tierney	} Telegraph Communication Engineers' Class II Association.
	„ Mahadevan } „ Jamal Mohiuddin	
	„ Venkataraman	Engineering Supervisors Association, Nagpur.
	„ Sahay	} Engineering Supervisors Association, Delhi.
	„ Rajagopalan	
17th December 1946 .	Mr. Agarwala	} Telegraph Engineers' (Class I) Association.
	„ Sud	
	„ Kari	
	„ Ramakant	
	„ Sher Mohammad	} Postal Officers (Class I) Association.
	Lt. Col.-Sherrard Smith	
	Mr. S. N. Gupta	
	Rai Bahadur N. N. Benerji	
	Khan Bahadur Ashraf Hussain	} Postmasters' Association.
	Mr. G. N. Dutta	
	„ H. C. Sen	
16th December 1946 .	Mr. C. Bhattacharya	State Railway Coal Workers' Union.
	„ Chiranjit Singh	} Government of India Temporary Govt. Servants' Association.
	„ A. P. Suri	
	„ M. L. Chopra	} Representing the Chief Commissioners, Delhi and Ajmer-Merwara.]
	„ M. S. Chakravarty	
21st December 1946 .	Mr. Chakravarty	} Delhi Province M. E. S. Workers' Federation.
	„ Srivistava	
	„ A. Sharma	
	„ P. N. Etsan	
	„ Doraiappan	